

ANNUAL REPORT  
OF THE  
PUBLIC PRINTER

1932

UNITED STATES GOVERNMENT PRINTING OFFICE











OLD BUILDING

MAIN BUILDING

UNITED STATES GOVERNMENT PRINTING OFFICE

NEW EXTENSION



MAIN BUILDING WITH EXTENSION AT REAR

OLD BUILDING

UNITED STATES GOVERNMENT PRINTING OFFICE

ANNEX AND WAREHOUSE

UNITED STATES GOVERNMENT PRINTING OFFICE

GEORGE H. CARTER, Public Printer

ANNUAL REPORT  
OF THE  
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UNITED STATES  
GOVERNMENT PRINTING OFFICE  
WASHINGTON : 1933



# UNITED STATES GOVERNMENT PRINTING OFFICE

*Public Printer.*—GEORGE H. CARTER, Iowa

*Deputy Public Printer.*—JOHN GREENE, Massachusetts.  
*Production Manager.*—ELLWOOD S. MOORHEAD, Pennsylvania.  
*Assistant to the Public Printer.*—MISS MARY A. TATE, Tennessee.  
*Chief Clerk.*—HENRY H. WRIGHT, New York.  
*Assistant Chief Clerk.*—ERNEST C. MELLOR, Maryland.  
*Superintendent of Accounts and Budget Officer.*—JAMES K. WALLACE, Ohio.  
*Assistant Superintendent of Accounts.*—J. THOMAS FORD, Nevada.  
*Purchasing Agent.*—ERNEST E. EMERSON, Maryland.  
*Assistant Purchasing Agent.*—WILLIAM J. CASSIDAY, District of Columbia.  
*Technical Director.*—BYRON L. WEHMHOF, Washington.  
*Assistant Technical Director.*—MORRIS S. KANTROWITZ, Massachusetts.  
*Disbursing Clerk.*—EDWARD J. WILVER, Pennsylvania.  
*Deputy Disbursing Clerk.*—J. BASIL PERKINS, Minnesota.  
*Medical and Sanitary Director.*—DR. DANIEL P. BUSH, Nebraska.  
*Assistant Medical and Sanitary Director.*—DR. CHARLES P. WAITE, Pennsylvania.  
*Superintendent of Documents.*—ALTON P. TISDEL, Ohio.  
*Assistant Superintendent of Documents.*—MISS JOSEPHINE G. ADAMS, District of Columbia.  
*Superintendent of Planning.*—WILLIAM A. MITCHELL, North Carolina.  
*Assistant Superintendent of Planning.*—LOUIS C. VOGT, Florida.  
*Superintendent of Printing.*—HERMANN B. BARNHART, Indiana.  
*Assistant Superintendent of Printing.*—MAURICE H. PHILLIPS, Ohio.  
*Foreman Linotype Section.*—CHARLES H. VAN HOOK, New Jersey.  
*Foreman Monotype Section.*—WILL H. CHASE, Maryland.  
*Foreman Proof Section.*—MARION E. BULLOCK, Maryland.  
*Foreman Patents Section.*—WILLIAM R. GREGORY, Kansas.  
     RAYMOND H. LECRAW,<sup>1</sup> Rhode Island.  
*Foreman Hand Section.*—HUGH REID, Wisconsin.  
*Foreman Job Section.*—RAYMOND H. LECRAW, Rhode Island.  
     ALAN C. CLOUGH,<sup>1</sup> New Hampshire.  
*Foreman Library Printing Branch.*—JOHN H. WILLIAMS, District of Columbia.  
     JAMES H. HESLET,<sup>1</sup> Kansas.  
*Chief Type Machinist.*—DANIEL L. LIDDLE, Michigan.  
*Superintendent of Presswork.*—BERT E. BAIR, Michigan.  
*Assistant Superintendent of Presswork.*—DANIEL BECKWITH, New Hampshire.  
*Foreman Main Press Section.*—DANIEL I. LEANE, New York.  
*Foreman Job Press Section.*—JAMES E. VEATCH, New York.  
*Foreman Offset and Tabulating Card Section.*—LESTER EICHNER, District of Columbia.  
*Foreman Postal Card Section.*—JOSEPH A. FENTON, Michigan.  
*Foreman Money Order Section.*—JOHN A. MASSEY, Jr., Georgia.  
*Superintendent of Binding.*—MARTIN R. SPEELMAN, Missouri.  
*Assistant Superintendent of Binding (Book Section).*—JOHN A. PATTERSON, New York.  
*Foreman Pamphlet Section.*—RALPH W. HOWARD, District of Columbia.  
*Foreman Blank Section.*—WALTER H. OLIVER, Maine.  
*Foreman Library Binding Branch.*—GEORGE R. ERLER, Maryland.  
*Superintendent of Platemaking.*—EDWARD G. WHALL, Massachusetts.  
*Assistant Superintendent of Platemaking.*—EDWARD A. KERR, Massachusetts.  
*Foreman Finishing Section.*—CHARLES H. HANSON, Pennsylvania.  
*Foreman Molding Section.*—THOMAS H. MUMFORD, Jr., Pennsylvania.  
*Foreman Photo-Engraving Section.*—EUGENE F. BURR, Missouri.  
*Night Production Manager.*—EDWARD A. HUSE, Massachusetts.  
*Assistant Night Production Manager.*—JOHN M. WILSON, Kansas.  
*Assistant Superintendent of Presswork, night.*—CHARLES C. GASTROCK, Pennsylvania.  
*Foreman Linotype Section, night.*—HARRY L. MURRAY, Pennsylvania.  
*Foreman Monotype Section, night.*—JOHN O'DONNOGHUE, District of Columbia.  
     WILLIAM A. MORRIS,<sup>1</sup> Missouri.  
*Foreman Proof Section, night.*—VICTOR M. GIFFEN, Kentucky.  
     HARRY B. GOODRELL,<sup>1</sup> Iowa.  
*Foreman Hand Section, night.*—J. ERNEST JONES, South Carolina.  
     GEORGE O. ATKINSON,<sup>1</sup> Massachusetts.  
*Assistant Foreman Pamphlet Section, night.*—ALBERT LINDSTROM, Missouri.  
*Assistant Foreman Platemaking, night.*—HERMAN C. GROTH, Pennsylvania.  
*Mechanical Superintendent.*—ALFRED E. HANSON, Massachusetts.  
*Chief Carpenter.*—ABRAAM B. BATTON, District of Columbia.  
*Chief Machinist.*—MICHAEL J. MCINERNEY, New York.  
*Chief Electrician.*—EDWARD H. BRIAN, District of Columbia.  
*Chief Engineer.*—WALTER A. BROWNE, New Hampshire.  
*Chief Pipefitter.*—OVLUP H. GEORGE, New York.  
*Foreman Building Section.*—EDWARD M. LILLEY, Maryland.  
*Foreman Sanitary Section.*—JOSEPH L. MAY, Virginia.  
*Superintendent of Stores and Traffic Manager.*—WILLIAM H. KERVIN, New York.  
*Assistant Superintendent of Stores.*—JOHN F. HYSAN, Maryland.  
*Chief Instructor of Apprentices.*—BURR G. WILLIAMS, Iowa.  
*Assistant Chief Instructor.*—FRANK M. ROLLER, Pennsylvania.  
*Assistant Chief Instructor.*—NATHANIEL G. WATTS, Missouri.  
*Congressional Record Clerk (Capitol).*—WILLIAM A. SMITH, District of Columbia.  
*Chief of Delivery.*—THURSTON G. BROWN, District of Columbia.  
*Captain of Guards.*—THOMAS L. UNDERWOOD, Indiana.

<sup>1</sup> Served part of period covered by this Report.

# ANNUAL REPORT OF THE PUBLIC PRINTER

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UNITED STATES GOVERNMENT PRINTING OFFICE,  
OFFICE OF THE PUBLIC PRINTER,  
*Washington, D. C., January 4, 1933.*

*To the Congress of the United States:*

In compliance with law, I have the honor to submit the following report on the work of the Government Printing Office for the fiscal year ended June 30, 1932, and also for the last half of the calendar year 1932.

The total resources of the Government Printing Office for the fiscal year 1932 were \$15,227,473.04, including an appropriation of \$794,000 for the Office of the Superintendent of Documents, which is the cataloguing, sales, and distribution agency for Government publications.

Under the Economy Act for the fiscal year 1933, the total resources of the Government Printing Office for the year beginning July 1, 1932, will amount to approximately \$11,618,800, a decrease of \$3,608,673.04, or 24 per cent less than the receipts from all sources in the preceding fiscal year.

## REDUCTION OF TOTAL EXPENDITURES

The expenditures from all available funds for the entire office during the fiscal year 1932 amounted to \$15,181,081.59. Included in the expenditures were wages and salaries of employees amounting to \$10,734,763.17. For the fiscal year 1933 it is estimated that the expenditures for wages and salaries will amount to \$10,028,000, a decrease of \$706,000 due to reductions under the Economy Act.

The total of expenditures, including wages and purchases, for the first five months of the fiscal year beginning July 1, 1932, was \$4,836,184.74, a decrease of \$1,249,075.42, or 20 per cent less than the expenditures for similar purposes in the corresponding five months of the preceding fiscal year.

The Public Printer deposited in the Treasury of the United States to the credit of miscellaneous receipts, during the fiscal year 1932, the sum of \$171,936.57 received from the sale of waste paper and salvaged materials and from profits in the sale of Government publications. The unexpended balance of other funds on hand June 30, 1932, was \$46,391.45, making the return to the Treasury of unused funds for the fiscal year 1932 total \$218,328.02.

In the 12 fiscal years 1921-1932, the present Public Printer has returned to the Treasury of the United States as unexpended balances and miscellaneous receipts sums totaling \$11,055,975.26. Of this amount, \$8,006,683.29 was in unexpended balances that had been saved from available funds.

Receipts from the sale of Government publications by the Superintendent of Documents during the fiscal year 1932 amounted to \$609,148.01, of which \$132,409.76 in excess of cost was deposited in the Treasury to the credit of miscellaneous receipts. Sales for the first five months of the present fiscal year, July 1 to December 1, 1932, totaled \$226,971.39, of which \$72,745.49 in excess of cost will be added to Treasury receipts.

#### INCREASE IN SALE OF PUBLICATIONS

For the 12 fiscal years 1921-1932, the receipts from the sale of Government publications amounted to \$6,511,539.83 compared with sales totaling \$1,852,108.63 for the preceding 12 years. The increase of \$4,659,431.20, or 251 per cent, in the last 12 years was due to the efforts of the Public Printer to promote the sale of Government publications instead of wasteful free distribution.

Another contribution of funds for the public Treasury was made by the Government Printing Office in the impounding of \$373,611.54 of employees' wages since July 1, 1932. This sum represents a reduction of one-eleventh in the salaries and wages of employees for a work week of 5 days, which the Public Printer put into effect under authority of the Economy Act in lieu of the 5½-day work week. Wage and salary reductions on this account for the entire fiscal year will amount to approximately \$900,000, the impounding of which prevents any corresponding decrease in charges for printing and binding.

#### SAVING BY SUSPENSION OF LEAVE

Suspension by the Economy Act of all leaves of absence with pay during the fiscal year beginning July 1, 1932, also aids the Treasury to the extent of \$945,411.13 by temporarily relieving the Government Printing Office of an obligation to expend that amount in granting leaves that employees had earned during the fiscal year beginning July 1, 1931.

Expenditures for wages and salaries were decreased \$159,082.38 from July 1 to December 1, 1932, by employees voluntarily taking payless leaves of absence, principally on account of sickness for which Congress has never granted leave pay to Government Printing Office employees.



By reducing annual leave from 30 to 15 days the Economy Act will effect an annual saving to the Government Printing Office of approximately \$450,000 beginning July 1, 1933, or whenever thereafter Congress removes its suspension of the granting of all leaves of absence with pay.

An additional saving under the Economy Act for the present fiscal year is the reduction by one-half of the wage differential for night work, which to December 1, 1932, amounted to \$48,432.59. The reduction in extra pay of night workers for the year, it is estimated, will be \$128,000, depending upon the requirements of Congress, for which most of the night work is done.

#### OVERTIME CUT BY MORE EMPLOYEES

The average number of employees during the fiscal year 1932 was 4,993, an increase of 234 to curtail overtime work and thus provide employment for more persons. Overtime work during the first five months of the fiscal year beginning July 1, 1932, totaled 1,976 hours, as compared with 20,941 hours of overtime in 1932; 57,629 hours in 1931, and 475,557 hours in 1930. Prior to July 1, 1932, the employees were paid 50 per cent extra for overtime.

The number of employees on the rolls July 1, 1932, was 4,845, and on December 1, 1932, the rolls were further reduced to 4,769 employees on account of decreased appropriations under the Economy Act.

Appointments during the year totaled 407, a decrease of 531 from the number of new employees in the fiscal year 1931. There were 456 separations from the service in the fiscal year 1932, including 103 retirements. From July 1 to December 1, 1932, there were only 2 appointments and 78 separations, including 45 retirements.

The average compensation of all employees for the fiscal year 1932 was \$2,149.96. The average compensation during the 10 fiscal years 1913-1922 was \$1,352.25, and for 1923-1932 was \$2,014.23, an increase of \$661.89, or 49 per cent.

#### COSTS AND CHARGES FOR WORK

The total cost of all productive items entering into the charges for printing and binding during the fiscal year 1932 was \$14,304,771.43, a decrease of \$222,995.19 from the cost in 1931. In addition, approximately \$800,000 was expended on labor and materials for jobs partially completed and therefore not charged to the fiscal year.

Included in the production costs were the following principal items: Salaries and wages, \$8,269,612.17; paper and other printing

materials, \$3,188,356.62; maintenance and upkeep, \$1,514,496.37; administrative and clerical expenses, \$765,721.55.

The total purchases including machinery, equipment, paper, and materials required in the work of the Government Printing Office for the fiscal year 1932 amounted to \$4,080,519.77, a decrease of \$652,481.37 from similar expenditures during the preceding fiscal year. Paper purchases alone totaled \$2,714,193.29, a decrease of \$136,127.17.

Purchases during the first five months of the fiscal year beginning July 1, 1932, were reduced \$979,900.08, or 58 per cent less than the expenditures for similar purposes in the corresponding five months of the preceding fiscal year.

#### CHARGES AND COSTS ALMOST BALANCE

Charges for work delivered during the fiscal year 1932 amounted to \$14,333,380.35, a decrease of \$213,060.40 from the preceding year. The charges exceeded the cost of production by \$28,608.92, or one-fifth of 1 per cent. In the fiscal year 1931, the margin of charges over cost was \$18,674.13, which was one-eighth of 1 per cent of the total charges of \$14,546,440.75 for that year.

In addition to the work completed and charged out during the fiscal year 1932, the Government Printing Office had on hand at the close of the year, June 30, 1932, orders amounting to \$3,275,187.17, not including work for Congress, on which approximately \$800,000 had been expended for labor and material.

#### DEPARTMENTS ANTICIPATE ECONOMY ACT

This was considerably in excess of the normal hang over, evidently due to a general effort of Government departments to utilize to the fullest extent their appropriations for the fiscal year 1932 by placing orders before June 30 and thus anticipating the drastic reductions under the Economy Act for the year beginning July 1, 1932. The orders on hand at the close of the preceding fiscal year ended June 30, 1931, amounted to \$2,061,745.91, or \$1,213,441.26 less than on hand June 30, 1932.

Included in the various charges for printing and binding for the fiscal year 1932 are the following principal items: Composition, \$5,208,690.98; authors' alterations, \$240,171.30; electrotyping and stereotyping, \$285,044.56; presswork, \$1,327,655.54; bindery work, \$2,608,153.44; illustrations, \$250,361.17; and paper, \$2,920,194.03.

The charges for paper decreased \$209,142.48 due to the lower prices in 1932. A further reduction of about 15 per cent was made on all paper purchased under contracts for the year beginning March 1,



1932, in accord with the competitive bids received at that time. Paper charges constitute about 16 per cent of the cost of an average printing job.

The total charges for paper during the fiscal year 1932 included \$724,188.70 for blank stock furnished to other departments, chiefly for use in mimeograph and multigraph printing. The amount of paper indicates this work has become a large activity in several departments and now includes the printing of many pretentious periodicals and publications as well as vast quantities of blank forms and stationery. The expenditures for blank paper in 1932 increased \$91,458.21. The Department of Agriculture expended \$132,672.08 for that purpose in the fiscal year 1932; the Treasury Department, \$98,345.71; and the Department of Commerce, \$92,291.59.

In addition to the purchase of blank paper for mimeograph and multigraph printing, the departments also procured from the Government Printing Office various supplies, such as printing inks, rollers, and bindery glues, costing \$129,499.48 for the fiscal year 1932; an increase of \$13,402.77.

#### PRODUCTION RECORDS FOR THE YEAR

The total number of copies of all kinds of printed matter produced in the fiscal year 1932 decreased 217,501,416 from the output for 1931, amounting in 1932 to 3,403,609,436 copies. Included in this number were 2,963,413,200 copies of blanks, notices, schedules and cards which showed a decrease of 165,789,456 from the 1931 total.

Publications for all branches of the Government service printed in the fiscal year 1932 totaled 94,481,030 copies, a decrease of 18,537,462 from the number printed in 1931. These publications contained 2,322,324 type pages, a decrease of 545,567 from the 1931 total. Of the 1932 publications, 1,245,787 were bound, a decrease of 1,800. The total cost of the 1932 publications was \$6,279,626.32, a decrease of \$173,327.16.

#### FEWER LETTERHEADS AND ENVELOPES

Letterheads and envelopes were printed in the fiscal year 1932 to the number of 136,406,802, a decrease of 13,661,463. The charges for letterheads and envelopes in 1932 amounted to \$238,778.40, a decrease of \$22,950.84.

Embossed letterheads and envelopes cost \$9,032.63 for 1,274,550 copies, nearly all for departmental use. By order of the Joint Committee on Printing, in 1913, no embossed letterheads or envelopes have been furnished free to Members of Congress, saving the Government about \$60,000 annually for the last 20 years.

Blank books produced in the fiscal year 1932 totaled 1,895,251 copies, costing \$447,558.81, a decrease of 578,131 copies and a reduction of \$70,783.12 from the preceding fiscal year.

Annual reports for the fiscal year 1931, printed in 1932, contained 22,181 type pages and cost \$252,980.19 for 480,072 copies, an increase of \$27,028.64 over the cost for the preceding fiscal year.

One of the largest and most costly of the annual reports is that of the Chief of Engineers of the Army. For the last 10 years the report has cost approximately \$30,000 annually and contained from 3,000 to 4,000 pages, in two volumes. About 1,300 copies are printed annually.

#### \$2,000,000 SAVED IN ANNUAL REPORTS

The annual reports for 1920 filled 58,940 type pages and cost \$360,436.65. The reduction in the size and cost of printed reports since 1920 has been due to authorization by Congress for their discontinuance if the original copies are kept on file for public inspection. This economy in printing of annual reports has saved the Government approximately \$2,000,000 in the last 12 years.

The cost of printing the annual reports of the present Public Printer for the 12 years, 1921-1932, was \$11,053.66, as compared with \$60,668.71 expended for printing Public Printers' reports of the preceding 12 years, 1909-1920.

The cost of authors' alterations of printed proofs decreased slightly in the fiscal year 1932, with a total charge of \$240,171.30. The Department of Commerce again headed the list of authors' alterations with an expenditure of \$39,093.51. The Navy Department continued in second place with \$27,963.49, and the Treasury Department expended \$16,328.34.

#### AUTHORS' ALTERATIONS ARE COSTLY

Authors' alterations for the 10 years, 1923-1932, cost the Government \$2,103,192.45. The Department of Commerce led with a total expenditure of \$294,938.56 for alterations in the last 10 years. The charges for alterations in congressional publications during the 10 years amounted to \$240,910.99, including \$26,625.39 for the fiscal year 1932.

Rush work, another extra expense in printing, reached the top mark for 10 years with a total charge in 1932 of \$65,921.80, making the 10-year total, \$321,444.07. The Department of Justice, heretofore the leader in demanding rush work, yielded first place to the War Department by reducing its extra payments from \$17,886.81 in 1931 to \$6,706.85 in 1932. On the other hand, the War Department correspondingly increased its additional expenditures for rush work from

\$6,405.24 in 1931 to \$15,207.48 in 1932. The Department of Justice retains the 10-year record with a total extra expenditure of \$67,175.31 for rush work in that period.

As the work of the Government Printing Office is now practically current, there is little need for any department ordering "rush-to-the-limit" printing if the copy is furnished in time for handling in the ordinary course. Three years ago when the Public Printer began a drive to put the Government Printing Office on a current working basis there were 2,133 printing and binding jobs that had been on hand more than 60 days from the date of order. By persistent and continuous efforts the work is now as nearly up to date as possible. On November 28, 1932, there were only 30 so-called 60-day jobs in the office, and 23 of these are awaiting return proofs.

#### NEW RECORD FOR TYPE SET IN A YEAR

With the setting of 2,790,245,000 ems of type during the fiscal year 1932, the Government Printing Office established a new production record for itself, exceeding by 96,018,100 ems the former record-breaking amount of type set in the fiscal year 1920 and topping the 1931 output by 282,431,600 ems.

The amount of type set by the Government Printing Office in 1932 with its equipment of 406 typesetting and casting machines would fill 78,550 pages of an 8-column newspaper set in 7-point type, or 745,000 pages of books 5¾ by 8 inches set in 8-point type. If set in 9-point type, the year's output of type would print a library of 612 encyclopedia volumes containing 1,000 pages each.

The increased amount of type set in the fiscal year 1932 was required largely for printing the voluminous reports of the United States census of 1930, the increase in patent specifications, and the unusual number and size of the daily issues of the Congressional Record.

#### AVERAGES OF TYPE MACHINE OPERATORS

The average number of ems of type set per hour by linotype operators during the fiscal year 1932 was 5,150 and for monotype operators 7,426 ems per hour. The average for linotype operators during the 10 years 1913-1922 was 3,797 and for the 10 years 1923-1932 was 4,642 ems per hour, an increase of 845, or 22 per cent. The average of monotype operators for the 10 years 1913-1922 was 4,878 and for the 10 years 1923-1932 was 6,533, an increase of 1,655, or 34 per cent.

In computing the averages of typesetting machine operators duplicate proofs of their work are measured on the same basis as charges are made for the composition; that is, the operator is allowed 50 per cent extra for difficult and foreign matter when charged at price and



one-half, and 100 per cent extra for tabular matter when charged at double price.

A special rule applies to Patent Office composition, for which 10 per cent extra is allowed operators for setting specification copy and 20 per cent is deducted for Gazette composition in computing averages, owing to the material difference in Patent Office copy from that for ordinary composition.

Linotype operators are required to average 4,000 ems per hour for the \$1.10 per hour rate of pay and 5,000 ems per hour for the \$1.15 rate. Monotype keyboard operators are required to average 5,600 ems per hour for the \$1.10 rate and 7,000 ems for \$1.15. Of the 220 linotype operators on the rolls June 30, 1932, there were 121 rated at \$1.15 per hour; of the 116 monotype keyboard operators, 67 were in the top class. All linotype operators correct their own proofs.

#### GREATER ECONOMY SHOWN IN PRESSWORK

Presswork showed an increase in actual impressions for the fiscal year 1932 of 21,853,895 more than were produced in the preceding fiscal year, the total for 1932 being 610,621,912 impressions. The number of chargeable impressions decreased 177,423,920, with a total for the year of 2,216,059,261.

The decrease in chargeable impressions was due to a reduction in long-run jobs having a multiple of chargeable impressions for each actual plate impression. For example, in 1932 there was a decrease of 53,874,751 chargeable impressions of post-office receipts although the actual impressions were only 1,740,941 less than for the preceding year, the greater reduction in chargeable impressions being due to the printing of 31 copies (chargeable impressions) at each plate (actual) impression.

For the 10 years, 1923-1932, the number of actual impressions decreased 185,174,925, but during the same period the number of chargeable impressions increased 1,610,198,520, as compared with the 1913-1922 total, indicating a far greater economy of press operations in the 10 years, 1923-1932.

#### OFFSET PRESS SECTION INCREASES OUTPUT

The Offset Section of the Presswork Division showed an increase of 15,973,559 chargeable impressions, with a total of 89,451,583 for the year. The economy of offset printing is demonstrated from the fact that the number of chargeable impressions was approximately eleven times the number of actual impressions, the latter totaling 8,063,688 for 2,213 plates.

Offset work now includes the printing of large numbers of letter-heads and blank forms, as well as the reproduction of numerous

publications, and exhausted catalogue cards for the Library of Congress. Of these cards 2,756,000 copies were printed during the fiscal year, 40 individual cards being produced from a single plate.

Publications produced by the offset method are usually reprints and are run 16 or 32 pages to the plate in editions varying from 100 to 5,000 copies. Books containing as many as 1,000 pages each have been satisfactorily printed on the offset presses.

Another increasing use of offset printing is the reproduction of typewritten copy and tables without the use of typesetting machines. Monthly reports of the Interstate Commerce Commission containing extensive typewritten tables are thus reproduced photographically. These reports vary in size from 9½ by 12½ to 17½ by 11½ inches and contain from 8 to 120 pages each, of which from 650 to 1,125 copies are printed.

#### GOOD USE OF DUPLICATING MACHINE

With the use of a duplicating machine 16 letterheads are reproduced on an offset plate from a proof of the type of a single letterhead. If made up head to head only 8 repeats are required instead of 16. The duplicating machine is also used to combine forms of various sizes on the same plate for offset printing.

The equipment of the Offset Section now consists of 4 presses, ranging from 30 by 42 to 38 by 52 inches in size, a duplicating machine, and fully equipped platemaking and graining rooms. The camera work is done by the regular Photo-engraving Section. The latest acquisition is a perfecting offset press which can print, face and back, 320,000 copies of an 8 by 10½ inch letterhead or form in an 8-hour day, as compared with 112,000 copies on the ordinary offset or flat-bed presses.

#### BINDERY OPERATIONS FOR THE YEAR

Numerous bindery operations made good gains in the fiscal year 1932 with the following production records: Sheets folded, 410,557,697, an increase of 13,811,374; signatures gathered, 164,963,823, an increase of 14,425,022; signatures sewed, 52,652,684, an increase of 779,379; books and pamphlets trimmed, 66,867,873, an increase of 11,058,734; copies wire stitched, 50,546,899, an increase of 1,175,160; copies punched and drilled, 177,944,855, an increase of 8,850,963.

On the other hand, the following bindery operations decreased during the fiscal year 1932: Books cased in, 1,248,225, a decrease of 226,679; volumes rebound, 99,704, a decrease of 1,832; copies paper covered, 13,108,675, a decrease of 473,542; sheets machine ruled, 39,288,618, a decrease of 1,046,714; tablets made, 3,772,427, a decrease of 883,856.

Ups and downs in bindery operations during the 10 years 1923–1932 as compared with 1913–1922 (war period) were as follows:

Increases—sheets folded, 1,330,919,486; signatures gathered, 200,-746,952; copies paper covered, 15,929,973; copies punched and drilled, 423,253,897; tablets made, 4,345,308.

Decreases—signatures sewed, 281,726,605; books and pamphlets trimmed, 383,851,227; books cased in, 4,822,148; copies wire stitched, 28,687,424; sheets machine ruled, 86,956,403; books rebound, 195,988.

#### WORK OF THE PLATEMAKING DIVISION

Electrotype and stereotype plates produced in the fiscal year 1932 totaled 10,425,862 square inches, a decrease of 533,028 square inches from the output for the preceding year. In addition, 741,006 square inches of matrices were made for future plating if reprints are required. The year's increase in "mat only" jobs was 261,582 square inches.

The production of stereotype plates in 1932 totaled 5,425,196 square inches, an increase of 92,618 square inches, while the output of electrotype plates was 4,294,018 square inches, a decrease of 567,208 square inches. The Photo-engraving Section made 702,084 square inches of halftone and line-cut plates, a decrease for the year of 28,931 square inches.

The decrease in stereotype and electrotype plates and matrices for the 10 years, 1923–1932, was 28,750,736 square inches, with a total of 110,965,766 square inches as compared with 139,716,502 square inches for the preceding 10 years, which included the enormous printing requirements of the World War.

#### TOTAL CHARGES FOR 10-YEAR PERIOD

The total charges for the products of the Government Printing Office during the 10 fiscal years 1923–1932 were \$123,100,272.79, and for the 10 fiscal years 1913–1922 were \$94,214,452.15, an increase of \$28,885,820.64 in the last 10 years.

These charges do not include the bonus that Congress granted to Government employees in lieu of wage and salary increases during the fiscal years 1918–1924, inclusive, which added \$5,694,390.60 to the actual cost of printing and binding in those years. Beginning with the fiscal year 1925, Congress discontinued the special bonus appropriations. This extra compensation then had to be included in the wages of the Government Printing Office and thereafter added to the charges for printing and binding.

The absorption of the bonus and the increase of wages authorized by the collective bargaining act of 1924 added \$24,426,312.70 to the



charges for printing and binding during the last 10 fiscal years. The remainder of the \$28,885,820.64 increase is accounted for by the additional expenditure of \$6,836,941.22 for paper, printing materials, and machinery required in the work of the last 10 years.

The average number of employees in the productive divisions of the Government Printing Office during the 10 fiscal years 1913-1922 was 4,169, as compared with an average of 3,971 for the 10 years 1923-1932. Based on the total cost of printing and binding, including the bonus, the production per employee during the 10 years 1913-1922 averaged \$2,354.57 and for the 10 years 1923-1932 averaged \$3,143.67.

### CONGRESSIONAL PRINTING

Congress led in the expenditures for printing and binding ordered during the fiscal year 1932 with a total of approximately \$3,000,000, an increase of \$500,000 over its expenditures in the fiscal year 1931. This increase was due mainly to the 7-month session in the fiscal year 1932, which was next to the longest period that Congress has been in continuous session during the last 10 years.

The charges for printing congressional bills, documents, and the Record during the year ended June 30, 1932, increased \$595,805.09 over the charges for these items in the preceding fiscal year. In addition, there had to be paid out of the 1932 appropriation \$141,000 for congressional printing and binding completed in the fiscal year 1931 in excess of the appropriation for that year and approximately \$200,000 for work started in 1931 and completed in the fiscal year 1932. Consequently, the regular annual appropriation of \$2,500,000 was exhausted three months before the end of the fiscal year 1932.

### CONGRESSIONAL PRINTING FUND INCREASED

To meet this emergency the Public Printer submitted a supplemental estimate on March 21, 1932 (H. Doc. No. 283, 72d Cong.), for an additional appropriation of \$500,000 to carry on congressional printing for the remainder of the fiscal year ending June 30, 1932. This additional sum, to be made available immediately, was included in the Legislative Appropriation Bill as reported to the House, April 11, 1932.

Delays in its enactment compelled the Public Printer to advise the Chairman of the House Committee on Appropriations, May 10, 1932, that, unless measures were taken at once to relieve the imperative need of additional funds, it would be necessary to discontinue all congressional printing, including the Record and bills, not later than Monday, May 16, 1932, when the congressional printing force would

have to be laid off if departmental printing was insufficient to keep it employed.

Congress granted the additional sum of \$500,000 by a joint resolution which passed the House on May 13 and the Senate on May 14, and was approved by the President on May 16, 1932, thus making a total of \$3,000,000 available for congressional printing and binding in the fiscal year 1932.

That sum seemed ample at the time the supplemental estimate was submitted in March, 1932, but Congress unexpectedly continued in session until after the close of the fiscal year, and again overobligated its 1932 funds for printing and binding.

#### SAVING BY HOUSE COMMITTEE CHAIRMAN

The total cost of printing and binding for Congress during the fiscal year 1932 exceeded its appropriation of \$3,000,000 for that purpose by \$199,784.53. This amount had to be charged against the congressional printing appropriation for the year beginning July 1, 1932. At least \$107,000 more would have been added to the charges for congressional printing if the Chairman of the House Committee on Printing, Hon. William F. Stevenson, had not secured a modification of House orders for that amount of unnecessary printing in the fiscal year 1932.

The 178 issues of the daily Record for the first session of the Seventy-second Congress from December 7, 1931, to July 16, 1932, contained a total of 16,737 pages, the largest number since the first session of the Sixty-fourth Congress, December 6, 1915, to September 8, 1916, which filled 17,023 pages in 266 issues.

#### CONGRESSIONAL RECORD FOR THE SESSION

The Record for the first session of the Seventy-second Congress averaged 94 pages daily, which was next to the highest average in the last 12 years, being exceeded only by the preceding short session of the Seventy-first Congress with an average of 109 pages for 71 issues. Of the 178 issues of the daily Record in the last session of Congress, 153 exceeded 64 pages each and 70 issues made over 100 pages each.

One issue of the Record (February 2, 1932) contained 239 pages, which were set, proofread, and printed as a part of the regular 8-hour work of the night force. The city delivery of this issue was started at 5 o'clock in the morning. About 37,000 pounds of news-print paper were used in printing the 239-page Record.

During the fiscal year 1932 there were printed 4,662,155 copies of the daily Record, an increase of 1,024,605 over preceding year.

The total charge for printing and binding the daily and permanent editions of the Record for the first session of the Seventy-second Con-



gress was \$983,584.86, the highest cost of printing and binding the Record for any session in the last 20 years. The increased charges for printing the Record in recent years are due to higher wage costs.

Congress economizes, however, in the use of illustrations in the Record. They cost only \$75.35 for the entire session.

#### COST OF THE RECORD BY CONGRESSES

The following table shows the charges for printing and binding the daily, biweekly, and permanent editions of the Record, including indexes, from the Sixty-third Congress to the first session of the Seventy-second, inclusive:

Congressional Record	Year	Number of daily issues	Pages in daily only	Total cost
Sixty-third Congress (3 sessions).....	1913-1915	524	32, 998	\$1, 297, 264. 49
Sixty-fourth Congress (2 sessions).....	1915-1917	341	23, 155	1, 032, 045. 18
Sixty-fifth Congress (3 sessions).....	1917-1919	501	27, 316	1, 209, 786. 62
Sixty-sixth Congress (3 sessions).....	1919-1921	388	24, 156	1, 301, 412. 05
Sixty-seventh Congress (4 sessions).....	1921-1923	513	30, 579	1, 374, 424. 55
Sixty-eighth Congress (2 sessions).....	1923-1925	241	18, 050	890, 291. 51
Sixty-ninth Congress (2 sessions).....	1925-1927	263	20, 264	1, 074, 274. 73
Seventieth Congress (2 sessions).....	1927-1929	222	17, 189	963, 675. 32
Seventy-first Congress (3 sessions).....	1929-1931	377	28, 228	1, 582, 816. 24
Seventy-second Congress (first session only).....	1931-1932	178	16, 737	983, 584. 86
Total for 10 Congresses.....		3, 548	238, 672	11, 709, 576. 05

The above figures show the complete cost of the Record for an entire Congress, except the Seventy-second, and include the charges for work done in one or more fiscal years. For example, the charges for the first session of the Seventy-second Congress include the fiscal year ended June 30, 1932, and the additional charges for completing the Record of that session in the fiscal year 1933. Inasmuch as the session did not end until July 16, 1932, the printing and binding of the permanent edition of the Record for the first session of the Seventy-second Congress had to be completed after that date.

The charges for printing and binding the Congressional Record in the fiscal year 1932 amounted to \$694,462.08, an increase of \$123,-805.64 over the charges for the preceding fiscal year.

#### MEMBERS PAY FOR PRINTING SPEECHES

Members of Congress paid \$47,567.73 from their own funds for the printing of 13,611,250 copies of extracts from the Congressional Record (speeches) during the fiscal year ended June 30, 1932. Although a campaign year, approximately 1,000,000 fewer copies were ordered

than during the preceding year, and the charges to Members of Congress were \$13,690.18 less.

Franked envelopes and document franks printed for Members and charged to Congress in the fiscal year 1932 cost \$53,518.76, a decrease of \$8,891.12. Of the franked envelopes, 13,539,950 were for mailing congressional speeches, a decrease of 11,820,950, with a reduction of \$25,791.35 in the charges to Congress. The total cost of so-called "speech" envelopes furnished to Members of Congress during the fiscal year 1932 was \$32,975.30.

#### PRINTING OF CONGRESSIONAL HEARINGS

The printing of congressional hearings cost \$91,333.38 less in the fiscal year 1932 than for the preceding year, the expenditure for such printing in 1932 being \$283,950.67. Of this sum, \$216,267.23 was charged to 227 House hearings and \$67,683.44 to 149 Senate hearings. House committee hearings totaled 33,072 type pages and 96,523 copies. Senate hearings contained 12,238 type pages and totaled 39,998 copies.

Appropriation hearings in the fiscal year 1932 totaled 13,379 pages, of which 10,117 pages were printed for the House Committee and 3,262 for the Senate Committee.

The Naval Affairs Committee of the House, as has been its custom for many years, prints in the form of hearings all the papers submitted for its consideration. Naval papers printed in 1932 numbered 752, with a total of 2,181 pages, and cost \$12,519.92.

#### COMMITTEE CALENDARS ARE INCREASING

Committee calendars of pending legislation continue to grow in size and number along with the daily calendars of the House and the Senate. During the first session of the Seventy-second Congress 41 committees maintained active calendars requiring frequent reprints to keep up to date with the work of the respective committees.

Senate committee calendars for the session had 177 issues, for which 7,928 pages were sent to press at various times. House committee calendars had 50 issues, for which 16,405 pages were sent to press.

The daily Calendar of the Senate had 157 issues during the session, its final number containing 24 pages. The cost for the session was \$7,644.45 for a total of 79,014 copies. The daily Calendar of the House totaled 125,864 copies, costing \$42,749.19 for the session, and had 170 issues, the final number containing 224 pages.

Publications allotted to Members of Congress for free public distribution through the folding rooms at the Capitol cost \$585,776.40 for the fiscal year 1932, an increase of \$75,681.53. The principal part of this expenditure was for the Agriculture Yearbook, 375,175 copies of which are chargeable to Congress at a cost of \$243,745.08.

Another item in the increased charges for congressional printing during the fiscal year 1932 was the publication of various documents which cost \$271,717.96, an increase of \$157,299.97 over the 1931 total.

Included in the 1932 charges for congressional printing was the sum of \$139,769 for reports of the Federal Trade Commission on electric power and gas utility companies in compliance with a Senate Resolution of May 3, 1928 (S. Doc. No. 92, 70th Cong.). It is estimated that the printing of this document when completed will cost approximately \$230,000. To date, 45 volumes, containing 28,616 pages, have been printed in an edition of 3,500 copies. Probably five or six more volumes will be added to the set.

#### COTTONSEED REPORT ALREADY COSTS \$95,000

The Government Printing Office also expended during the fiscal year 1932 and to date, approximately \$95,000 for the printing of another investigation by the Federal Trade Commission relating to the cottonseed industry, in compliance with a Senate Resolution of June 20, 1930, submitted by Senator Heflin. This document (S. Doc. No. 209, 71st Cong.) already consists of 12 parts, containing 15,808 pages, and of each part 1,523 copies have been printed. When the Federal Trade Commission completes the investigation the entire cost of printing its report will have to be charged to Congress.

Another expenditure for congressional printing in the fiscal year 1932 was the initial charge of \$33,656 for the Executive Journals of the Senate ordered by a Senate Resolution of February 28, 1931. It is estimated that the complete edition will cost \$175,000. Up to date, \$55,000 has been expended on composition alone, which now totals 16,500 type pages. In all, there will be about 37,000 pages bound in 51 books, of which 500 sets will be furnished for the exclusive use of the Senate. This edition of the Senate Journals will contain its executive proceedings from the Fifty-seventh to the Seventy-first Congresses, inclusive.

#### CODE OF LAWS RELATING TO WAR VETERANS

By a concurrent resolution, the first session of the Seventy-first Congress ordered the printing of a compilation by the Veterans' Administration of all Federal laws relating to the veterans of wars of the United States (annotated). The quarto volume contains 704 pages, of which 13,389 copies have recently been printed at a cost of \$15,526.92. Upon written application to the Administrator of Veterans' Affairs one copy is to be furnished to each post, camp, or chapter of war veterans and the American Red Cross.



## THE WRITINGS OF GEORGE WASHINGTON

Seven volumes have been completed of the Writings of George Washington from the Original Manuscript Sources, 1745-1799, published under the direction of the George Washington Bicentennial Commission. Four additional volumes are in course of printing, but it will probably be several years before the copy can be completed by the Commission for publication of the entire set of approximately 25 volumes. The cost of printing to date has been \$62,545.11. Three thousand copies of each volume are being printed, including 2,000 for sale.

In an act of March 10, 1932, Congress authorized the Superintendent of Documents to sell the Washington Writings at \$50 per set to such libraries, institutions, and societies of learning as shall place their orders not later than July 1, 1932. Orders were received for 197 sets, leaving 1,803 sets to be sold at cost of printing the entire edition plus not to exceed \$56,000 for preparing the manuscript. On that basis the sales price will be approximately \$125 per set of 25 volumes.

Associate Director Sol Bloom, of the Bicentennial Commission, informed the Public Printer on October 10, 1932, that the editor of the Writings of Washington probably would be unable to complete his work within the appropriation of \$56,000, and that if this should be the case, the situation could be met only by obtaining additional legislation from Congress. Consequently, the Government Printing Office is unable to fix a sales price for the Writings of Washington, although seven volumes are ready for distribution to prospective purchasers.

## DISTRIBUTION OF THE BICENTENNIAL SETS

In addition to the 2,000 sets for sale, 1,000 sets are authorized by law for distribution as the volumes are published to designated Government officials, including 1 set for each Member of Congress. The law also provides that every recipient eligible to any volume or volumes at any time prior to the issue of the final volume (but not later than December 31, 1935) shall be entitled to a complete set. The remaining sets, if any, are to be distributed by the Bicentennial Commission, including sets for foreign exchange, but none for the usual congressional distribution or for depository libraries.

In addition to the foregoing, the United States Commission has ordered large quantities of printing done elsewhere than at the Government Printing Office, including 1,000,000 copies of a 4-color lithograph of George Washington and 1,000,000 copies of a song by George M. Cohan, of musical comedy fame.

The following appreciation of printing done for the District of Columbia George Washington Bicentennial Commission came from the executive vice chairman of that organization, Dr. George C. Havenner :

I wish to express to you, and through you to the members of your organization, the appreciation of the District of Columbia George Washington Bicentennial Commission, and my own personal appreciation, for the very splendid work done by the Government Printing Office in the printing of our invitations, tickets, and program for our opening ceremonies inaugurating the Bicentennial celebration of the birth of the "Founder of our Country."

#### REPORT OF YORKTOWN SESQUICENTENNIAL

Another important Washington historical publication printed recently is the Report of the Proceedings of the Yorktown Sesquicentennial Commission in connection with the Celebration of the Siege of 1781. The report was printed on antique rag paper in a manner befitting the notable occasion and was included in a royal octavo volume of 382 pages set in 12-point Caslon old style type. The initials were designed with appropriate scenes in harmony with the context. The book contains numerous interesting illustrations and is suitably bound in dark blue silk bearing an appropriate cover design.

In expressing his appreciation of the printing of the report, Hon. Schuyler Otis Bland, Secretary of the Yorktown Sesquicentennial Commission, included the following paragraph in his preface to the book:

Great credit is also due the Public Printer and his assistants at the Government Printing Office for their cooperation in publishing the report. Particular acknowledgment should go to Mr. Samuel H. Musick, senior planner in charge of the layout section, for suggestion and advice; Mr. Walter W. Weber, for careful supervision and proofreading of the text; also to Mr. Warren W. Ferris, who designed the cover, title, and initial letters.

Of the Yorktown report, there were printed 3,258 copies, at a cost of approximately \$5,000, which was charged to the Commission. No copies were ordered for sale or for congressional distribution.

Printing and binding of 113,965 copies of eulogies of 23 deceased Members of Congress cost \$56,590.99.

#### PRINTING OF BILLS AND RESOLUTIONS

More bills and resolutions were introduced in the first session of the Seventy-second Congress than at any prior session during the last 12 years, with one exception; at the first session of the Seventieth Congress 19,802 bills were introduced, as compared with 19,329 at the first session of the present Congress.

Including the introductory bills, there were 28,906 prints of bills in various forms and stages of legislation during the first session of the Seventy-second Congress. Some of these bills were among the most complicated ever printed, especially the Revenue, Economy, Home Loan, and Reconstruction Finance bills, which required many proofs and the most accurate and expeditious handling.

The bills, resolutions, and amendments printed in the fiscal year 1932 contained a total of 99,140 type pages, an increase of 22,804 pages over the preceding fiscal year.

The printing of 10,212,675 copies of bills, resolutions, and amendments in the fiscal year 1932 cost \$544,678.28, an increase of \$238,918.55 over this legislative expenditure in the fiscal year 1931. The number of copies increased 5,385,023 over the 1931 total.

#### PROPOSED SAVING IN PRIVATE BILLS

The cost of printing private bills for Congress in the last 10 years, 1923-1932, amounted to \$1,014,500.64. The cost of such printing in the fiscal year 1932 was \$198,865.07, the highest for more than 20 years and \$40,035.59 greater than for the preceding fiscal year.

A substantial economy in the printing of private bills relating to pensions and claims could be effected by their introduction in the form of petitions and reference to appropriate committees without printing until favorably reported for further consideration by either House.

The following concurrent resolution (S. Con. Res. 1) providing for this procedure was passed by the Senate in the Sixty-seventh Congress:

*Resolved by the Senate (the House of Representatives concurring), That beginning with the Sixty-eighth Congress legislation dealing with private pensions, either original or increases, with private claims, and with the distribution of war trophies to municipalities or organizations, shall hereafter be initiated by petition upon suitable forms provided for that purpose, which petition shall be referred to its appropriate committee without printing other than by title in the Congressional Record; and that any bill resulting therefrom shall be printed only when reported favorably by the committee.*

#### PLAN FAVORED IN OTHER CONGRESSES

Similar provisions were contained in the general printing bills passed by the House in the Sixty-third Congress and by the Senate in the Sixty-fourth Congress. The reports on these bills by the Chairmen of the House and the Senate Committees on Printing contain the following statement in regard to the proposal to discontinue the printing of private bills:

The cost of printing private pension bills introduced in the Sixty-first Congress was approximately \$172,554, being \$127,665 for the House and \$44,889 for the



Senate. On this basis it is estimated that an annual saving of \$80,000 can be effected by abolishing the useless prints of private pension and war-claim bills when introduced separately. The printing of private bills as introduced in Congress during the year 1916 cost \$93,057.49.

#### OMNIBUS BILLS REPLACE OTHER PRINTS

With few exceptions, pension and war claims are now considered by Congress in the form of omnibus bills and the separate prints of such claims are of no practical use for legislative purposes. The committee believes that private pension and war-claim bills could and should be referred to committee without being printed. Printed blank forms are now provided in both Houses for such purpose and there does not appear to be any need of further printing private claims unless they are reported to either House or included in an omnibus bill. During the Sixty-first Congress 27,996 private pension bills were introduced—21,642 in the House and 6,354 in the Senate.

The present law provides for printing 382 copies of each private House bill and 426 of each private Senate bill. Only a few copies of these bills are ever used, and there is no more need to print private pension bills as introduced than there is to print the vast avalanche of petitions and memorials received each session.

The printing and delivering of this immense quantity of pension bills for the Senate and House document rooms causes a great congestion of useless printed matter in those rooms, interfering seriously with the handling of publications that are of real service to Congress, and causing much extra expense that is of material benefit to no one except the waste-paper contractors, who cart away the great bulk of these bills at the close of a Congress.

#### INTRODUCTION OF PRIVATE BILLS BY PETITION

A detailed plan for the introduction of private bills by petition was prepared by the Clerk of the Joint Committee on Printing several years ago, together with samples of blank forms for use by Members of Congress in presenting petitions for such legislation. In a statement accompanying the plan, the Joint Committee on Printing was advised:

The introduction of private bills by petition will not in any way interfere with the proper indexing or recording of such petitions.

Under existing law all bills are printed and distributed through the respective document rooms of the two Houses of Congress.

Under the plan proposed, legislation of the character designated therein will be requested by petition instead of by bill, and petitions will be referred to the appropriate committee in the same manner as bills but will not be printed until favorably reported by the committee and then in omnibus form as is now the custom.

All petition blanks will be printed in duplicate and perforated and can be supplied by the Secretary of the Senate and Clerk of the House. Additional carbon copies of the petition may be made for use as desired.

If the suggested economy in the printing of private bills is authorized by Congress, it should become effective at the beginning of a new Congress. Therefore, the present session seems an opportune time for consideration of the plan.

## WASTE OF GOVERNMENT PUBLICATIONS

Gross waste in the printing and binding of Government publications allotted by law to Members of Congress for free public distribution was revealed again in a report which Chairman Stevenson of the Committee on Printing submitted to the House of Representatives on May 23, 1932. The committee report shows an accumulation of more than 1,000,000 documents in the House folding room, many of which, the Chairman stated, are "absolutely useless" for distribution by Members of Congress.

On recommendation of Chairman Stevenson, the House placed this vast accumulation of unused publications at the disposal of all its Members and the various departments and establishments of the Government in the order of their application during a specified period, after which the remainder will be sold as waste paper. This is the third time in about 20 years that either the House or the Senate folding room has had to dispose of vast stocks of obsolete and useless publications approximating 3,000,000 copies in all.

Included in the recent list of documents which Members of the House have been unable to distribute were 615,000 copies of Agriculture Yearbooks from 1906-1930, inclusive. Each Yearbook averages 1,000 pages bound in cloth and costs about 70 cents per copy. About 380,000 copies are printed annually for congressional distribution. During the fiscal year 1932 the Superintendent of Documents sold 996 copies of Agriculture Yearbooks, for which the public paid \$1,277.95.

## 17,000 BOUND SETS OF THE RECORD ON HAND

Another big item in the list of publications that will soon be discarded by the House folding room as waste paper, if not rescued by more appreciative Congressmen than those to whom they were allotted, are 17,000 sets of the bound editions of the Congressional Record for the Sixty-second to Seventieth Congresses, inclusive. Each set averages 9 volumes, making in all approximately 153,000 bound books of 1,064 pages each, which cost approximately \$2.25 per volume to print and bind in buckram.

Other publications that Members of the House have been unable to distribute include the following bound books: Eulogies of deceased Members of Congress, 187,000 copies; addresses in Statuary Hall on the acceptance of statues of State notables, 38,000 copies; Congressional Directories of the Seventieth and Seventy-first Congresses, 17,000 copies; laws of the Sixty-fourth to Sixty-seventh Congresses, inclusive, 19,200 copies; statistical abstracts published by the Depart-



ment of Commerce, 1920-1930, inclusive, 15,100 copies; and several thousand copies each of the annual reports of various departments and establishments of the Government.

In an effort to prevent further accumulation of unused Soil Surveys and provide better facilities for storing and distributing these reports, Congress directed in the Agriculture Appropriation Act for 1933 (Public, No. 269, 72d Cong.) that the congressional and departmental editions shall be handled by the Superintendent of Documents at the Government Printing Office. The new law limits distribution of any particular Soil Survey by Senators and Representatives to two years, at the expiration of which period the residue of the edition shall be turned over to the Department of Agriculture.

The advance reports of Soil Surveys are printed separately for each area. Heretofore 500 copies have been allotted to each Senator for the State, 2,000 to each Representative for the congressional district in which the survey was made, and 1,000 copies for the Department of Agriculture. This distribution was found to be excessive for some areas and inadequate for others.

#### NEW ALLOTMENT OF SOIL SURVEY REPORTS

Therefore, the allotment has been changed to not more than 250 copies for a Senator and not more than 1,000 copies for the Representative of a district in which the soil survey is made, the actual number to be determined on inquiry by the Secretary of Agriculture, who shall also print as many copies as in his judgment are necessary for the Department of Agriculture. It is the purpose of the new legislation to provide an adequate number of the Soil Survey reports for those who actually need them and end the waste in printing thousands of unused copies.

About 50 surveys of soil areas are completed annually, and the printing of the respective reports in advance form has cost from \$1,500 to \$2,200 for each survey.

In addition, the Bureau of Chemistry and Soils formerly compiled all the surveys for various sections of the country in an annual report containing an average of 1,800 printed pages in one volume and 50 lithograph maps in a separate portfolio. The cost of printing the annual report on soil surveys was approximately \$12,000, which the Joint Committee on Printing decided was a waste and ordered discontinued four years ago.

#### WASTE CITED BY CONGRESSMAN LUDLOW

Commenting on the enormous accumulation of unused documents in the House folding room as an incident of the "Cost of Government,"

Hon. Louis Ludlow, of Indiana, said in the Congressional Record of July 14, 1932:

Going down into the basements of the Capitol and the House Office Building I see vast piles of obsolete, useless, and worthless documents and cloth-bound books, more than a million volumes waiting to be hauled away by the junkman. In 1911 a similar accumulation of a million volumes was destroyed or virtually given away as junk. The enormous stocks now on hand represent accretions since that year.

Under the time-honored method of distribution, whenever the Government issues a book on "The Malformations of the Doodle Bug," all Members of the House are assigned exactly the same number of copies, though some may live in districts which never hear of a doodle bug. Those Members never draw their doodle-bug books out of storage, and the unused volumes gather dust through the years until the junkman gets them.

The annual reports of the Government's department heads help to swell the mountainous accumulations. Experience shows that only about one-fourth of the total copies of an annual report are ever put in circulation. The remaining 75 per cent are dead for all time.

#### AGRICULTURAL YEARBOOKS FOR CITY MEMBERS

The Agricultural Yearbook provides an example. Each Member of Congress is allotted 677 copies, valued at \$1.50 a copy, on the Government Printing Office sales list. The Tammany Member, from the heart of New York City, gets exactly as many volumes as a Member from Iowa. There are approximately 200 Congressmen who have no rural constituents, yet they are annually allotted 135,400 of these books, valued at \$203,100. Actual cost of producing each volume is about 75 cents. Most of them are finally disposed of as waste paper, bringing 2 or 3 cents a volume.

Another instance is found in the publication, in beautiful memorial volumes, of the addresses made in Congress in memory of departed Senators and Representatives. These addresses are all printed in the daily Congressional Record, which would seem to be about all that could reasonably be asked in the way of recognition of the departed. The custom of printing them in the memorial volumes for "gratuitous" distribution has grown up, however. In the Seventy-first Congress these volumes cost \$64,478.74. Deaths to date in the present Congress will entail printing of memorial volumes costing \$30,000.

It has been estimated that the waste in Government printing entailed through this allotment system alone is at least \$200,000 a year. Since the existing method of distribution has been used for 36 years, the total estimated minimum waste is \$7,200,000—which just happens to equal the price we paid for Alaska. Secretary of State Seward was nearly run out of the country when he committed his indignant fellow citizens to pay such a sum.

#### MR. LUDLOW'S BILL TO REMEDY WASTE

To prevent, if possible, further waste in the allotment of useless publications to Members of Congress, Mr. Ludlow introduced a bill (H. R. 8928) in the House of Representatives on February 5, 1932, authorizing Members to procure Government publications available for free public distribution from the Superintendent of Documents on a fixed allowance basis equivalent to the value of their present limited quotas of certain public documents, excepting the Congressional Record.

The Ludlow bill allows each Senator an annual credit of not to exceed \$1,500 and each Member not to exceed \$1,200, exchangeable only for Government publications for free public distribution. The bill is similar to one originally proposed by the Printing Investigation Commission 20 years ago. It was passed by the Senate in the Sixty-first Congress and the House in the Sixty-third Congress and was reported favorably by both printing committees in the Sixty-fourth Congress. In reviving the bill, Mr. Ludlow simplified the plan and revised the credit allowances in accord with the present sales price of publications included in the congressional quotas.

If Congress were to discontinue the distribution of publications now allotted to Senators and Members in their respective folding rooms, an annual saving of \$500,000 to \$600,000 could be made in the cost of congressional printing and binding. The curtailment of free distribution would increase the sale of Government publications and thereby add to the receipts of the Public Treasury.

#### LETTER TO HOUSE PRINTING COMMITTEE

Legislation to effect such an economy in congressional printing was proposed to the Chairman of the House Committee on Printing in the following communication submitted by the Public Printer under date of April 12, 1932:

MY DEAR MR. STEVENSON: I respectfully submit for your consideration draft of a bill proposing to discontinue the quotas of documents now allotted to Members of Congress for free public distribution and to stimulate the sale of Government publications by the Superintendent of Documents:

#### BILL TO DISCONTINUE MEMBERS' QUOTAS

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That hereafter quotas of publications allowed by law for distribution by Members of Congress shall not be printed except in case of the Congressional Record, Statutes at Large, and Codes of Laws of the United States, and the Writings of George Washington, and such other publications as either House of Congress may order by resolution.*

SEC. 2. The Public Printer is hereby authorized to print and bind additional copies of any Government publication, not deemed confidential, which the Superintendent of Documents shall requisition for sale at cost plus not less than 25 per centum, as determined by the Public Printer who shall fix the prices, discounts, and terms therefor; and the surplus receipts from such sales shall be deposited in the Treasury of the United States to the credit of miscellaneous receipts: *Provided*, That the Superintendent of Documents may designate any Government officer his agent for the sale of Government publications as shall be agreed upon by the Public Printer and the head of the respective department or establishment of the Government.

SEC. 3. Sections 72 and 114, title 44, United States Code, and all other acts and parts of acts inconsistent with this act are hereby repealed.

This bill embodies in specific form certain suggestions which I recently submitted to the House Economy Committee and is, I believe, in line with the economy program now under consideration.



If enacted into law, the bill would benefit the Treasury of the United States in the sum of approximately \$1,000,000.

The first section of the bill proposes to discontinue the free distribution of documents now allotted by law to Members of Congress, with the exception of a few publications mentioned, including the Congressional Record. The annual saving that could be effected by discontinuing the quota of documents now allotted to Members of Congress, including Farmers' Bulletins, would be approximately \$672,000.

As a matter of fact, the quotas of documents allotted by law to Members of Congress have been greatly restricted for a number of years by the edition regulations of the Joint Committee on Printing, which is authorized by law to regulate and reduce the number of copies printed for congressional distribution. In recent years the Joint Committee has so reduced or eliminated the quotas of many documents that now Members of Congress receive only about half the number of publications that were formerly allotted to them for public distribution.

#### CONGRESSIONAL QUOTAS ALREADY REDUCED

Among the publications thus eliminated from congressional distribution were numerous scientific publications, such as the reports and bulletins of the Bureau of Ethnology, Bureau of Fisheries, Geological Survey, Naval Observatory, and National Academy of Sciences. The number of copies of the Agriculture Year-book was reduced from 470,000, as authorized by law for congressional distribution, to 380,000.

As far as I know, these reductions have been accepted by Members of Congress without any protest for nearly 15 years.

Notwithstanding the great reduction in the number of documents allotted to Members of Congress, there are large accumulations of unused publications in the folding rooms of the Senate and the House which have to be disposed of as waste paper from time to time. I recall that a number of years ago the Senate and House folding rooms sold as waste paper approximately 2,000,000 copies of documents which Members of Congress had failed to distribute and thus had become obsolete.

Section 2 of the bill proposes to increase the receipts from the sale of Government publications by the Superintendent of Documents and to stimulate their sales by authorizing the marketing of them through agencies of the Government and regular book dealers.

#### REVENUES FROM THE SALE OF PUBLICATIONS

The present law (secs. 72 and 114, title 44, U. S. C.) fixes the sales price of Government publications at cost of printing and binding plus 10 per cent. With this small margin, the Superintendent of Documents has been able to deposit in the Treasury to the credit of miscellaneous receipts an average of approximately \$200,000 annually for the past four years.

It is believed that this source of revenue for the Government could be greatly increased if the free distribution of Government publications was largely curtailed and the facilities for selling them enlarged as proposed in the bill. In this connection, I call your attention to the fact that the sales of Government publications have been increased from year to year and last year totaled \$701,597.80.

Section 2 of the bill, as you will note, increases the selling price of Government publications from a margin of 10 per cent above cost, as now fixed by law,

to not less than 25 per cent above cost and authorizes the Public Printer to fix the prices, discounts, and terms. This provision would permit of a special discount to regular book dealers to encourage and facilitate the sale of Government publications by that means.

I have in mind, if the bill becomes a law, to add approximately 50 per cent to the cost charged in fixing the regular sales price and allowing dealers a discount of approximately 25 per cent on cash orders. That conforms to the usual practices of the book trade and also coincides with the price scales adopted by England and a number of foreign governments in selling their publications. I believe that under the proposed method of fixing prices for Government publications, the surplus revenues from that source would be more than doubled and that instead of returning an average of approximately \$200,000 to the Treasury annually, the deposit to the credit of miscellaneous receipts would at least be \$500,000.

Section 2 of the bill conforms substantially to a recommendation which the Permanent Conference on Printing of the Bureau of the Budget has authorized me to submit to the Committee on Printing for its consideration.

If it is not deemed advisable to discontinue the quota of Government documents for congressional distribution, I respectfully join with the Permanent Conference on Printing in recommending that sections 2 and 3 of the bill be considered for enactment at this session of Congress. In this connection, I also invite your attention to this statement on pages 43 and 44 of the accompanying marked copy of my annual report for 1931.

If these suggestions are of interest to you, I would be pleased to discuss them further with you or the Committee on Printing any time at your convenience.

#### CONGRESS HELPS THE SALE OF PUBLICATIONS

As stated by the Public Printer in the foregoing letter to the Chairman of the House Committee on Printing, a similar proposal to abolish congressional distribution of Government publications and increase facilities for their sale was also submitted to the House and Senate committees in charge of the economy legislation.

Although no action was taken to discontinue the congressional allotments of publications, the Public Printer's recommendations for increasing the revenues through stimulating the sale of Government publications were included in the Economy Act approved June 30, 1932. Thus the Superintendent of Documents is now authorized by law to handle the sale of all Government publications on a profitable business basis with the assistance of other book dealers and various agencies of the Government.

#### PRINTING FOR THE DEPARTMENTS

The Department of Commerce was foremost in the reduction of printing expenditures during the fiscal year 1932, with a decrease of \$577,846.02. The total charges for the year amounted to \$1,169,386.55. In 1932, the Department of Commerce had 4,355,788 fewer copies of its publications printed than in the fiscal year 1931.

Printing of reports of the Fifteenth Census (1930), which was paid for from a separate appropriation, cost \$689,728.63 in the fiscal year 1932. Charges in preceding fiscal years for printing for the Fifteenth Census were, 1931, \$480,838.12, and 1930, \$1,095,188.99, making the charges up to July 1, 1932, total \$2,265,755.74.

It is estimated that additional census printing now in progress will cost approximately \$488,198.98, making the grand total cost of printing for the 1930 census amount to \$2,753,954.72. To date, the printed reports and bulletins of the 1930 census total 37,557 pages.

#### INCREASE OF PRINTING FOR PATENT OFFICE

Charges for Patent Office printing and binding, which are also appropriated for separately from the Department of Commerce, amounted in 1932 to \$1,396,805.95, an increase of \$249,361.09 over the preceding fiscal year.

In the fiscal year 1932, there were printed 52,552 patents, 10,901 trade-marks, 2,728 designs, 392 reissues, and 1,492 labels. The specifications contained 193,879 type pages and in all totaled 6,706,028 printed copies, the charges for which amounted to \$1,142,278.76. This was an increase over the preceding fiscal year of 6,338 specifications, 30,808 type pages, 901,872 copies, and \$267,162.17 in charges.

Of the weekly issue of the Patent Gazette for 1932, containing 16,014 type pages for the year, a total of 286,452 copies were printed at a cost of \$252,321.59. The number of copies of the Gazette decreased 10,401, but the type pages increased 1,631.

#### OFFICIAL PATENT GAZETTE SUBSCRIPTIONS

Receipts from the sale of the Patent Gazette by the Superintendent of Documents amounted to \$52,178.22. The sales included 4,294 subscriptions at \$10 a year, which covered approximately the cost of printing. Under the Economy Act of June 30, 1932, fixing the sale price of Government publications at cost plus 50 per cent, the annual subscription price of the Patent Gazette was increased to \$16, effective July 19, 1932.

The Economy Act also increased the fee for issuing patents from \$25 to \$30, effective July 31, 1932. The increased fee resulted in a rush of final payments and consequently caused a temporary increase in the printing of patents, as did a similar raising of the fees in 1930 when the Government Printing Office was required to print one weekly issue of 3,174 patents. At that time the Commissioner of Patents contended that the issue of four times the normal number of patents was required by law, but it is gratifying to note that in the present instance the commissioner exercised the right to restrict the number to be printed each week.



In advising the Public Printer that the average issue would be about 1,200 per week during the three months' period of the rush, the Commissioner of Patents stated, "This arrangement was made for the purpose of avoiding the trying conditions of two years ago in your office, in my office, and in the plant of the private photolithographer, as well as to save the \$9,000 additional expense of that period."

The Government Printing Office was thus able again to meet the requirements of the Patent Office within due time by the printing of weekly issues averaging 1,234 patents each for the three months' period from August 9 to November 8, inclusive. Since that date, the issues under the new fees have dropped below 800 patents weekly, which can be handled by the regular day section engaged exclusively in the printing of patents. Consequently, the extra night section for patent printing was discontinued recently.

#### PATENT OFFICE NOW EDITS SPECIFICATIONS

In compliance with recommendations submitted by the Bureau of Efficiency two years ago as a result of suggestions in the Public Printer's Report for 1929, the Patent Office began the editing of specifications on May 1, 1932, and has gradually taken over the preparation of copy for the printing of patents. Since the issue of November 1, 1932, all patent specifications have been prepared by the editors in the Patent Office, thereby relieving the Government Printing Office of the expense of this work which is largely clerical and more essentially a duty of the Patent Office.

All of the recommendations of the Bureau of Efficiency have not, as yet, been put into effect by the Patent Office, but enough progress has been made in those that concern the Government Printing Office, especially as to the editing of the copy, to justify the Public Printer in reducing the charge for printing patent specifications during the ensuing fiscal year by at least \$50,000. An offer of such a reduction was made to the Commissioner of Patents two years ago and has been awaiting his adoption of the recommendations of the Bureau of Efficiency as to the proper preparation of copy for the printing of patent specifications.

#### \$100,000 REDUCTION IN PRINTING CHARGES

The Commissioner of Patents was informed on August 16, 1932, of the proposed \$50,000 reduction in printing charges for the fiscal year ending June 30, 1933. At the same time the commissioner was advised that his printing estimates for the fiscal year 1934 could be reduced an additional \$50,000 if the Patent Office demonstrated its ability permanently to do all the editing of specifications and if

similar costs of wages and materials existed at that time as obtained at present. However, the Patent Office is already making such improvement in editing specifications, with a corresponding reduction in the cost of printing, that the Public Printer has decided to make the \$100,000 decrease in charges effective during the fiscal year ending June 30, 1933.

In compliance with a request from Hon. William I. Sirovich, Chairman of the House Committee on Patents, the Public Printer agreed under date of May 14, 1932, to expedite the printing of design patents in which silk manufacturers are especially interested, so as to complete that work in four days after receipt of copy from the Patent Office. The Commissioner of Patents had expressed his approval of the new schedule for printing design patents but, as yet, has not put it into effect.

#### DECREASE IN AMOUNT OF POSTAL PRINTING

A substantial reduction was made in the charges for printing and binding for the Post Office Department, its expenditures of \$1,684,364.09 for the fiscal year 1932 being \$211,315.93 less than for the preceding fiscal year.

The decrease in expenditures for postal printing was due principally to a falling off in the requirement for postal cards and money orders. In the last fiscal year 119,313,520 fewer postal cards were printed than in 1931, the output of postal cards in 1932 totaling 1,366,070,600, for which the Post Office Department was charged \$702,285.

During the last 10 years the production of postal cards increased 6,166,006,519, or 65 per cent more than for the preceding 10 years, 1913-1922, the total for the 10 years, 1923-1932, being 15,706,239,350 cards.

#### PRINTING COST OF POSTAL CARDS REDUCED

Effective July 1, 1932, the charges for printing postal cards were reduced 5 cents per 1,000 for certain sizes and 10 cents per 1,000 for other cards, due to the lower paper costs for the year.

The number of money orders printed in the fiscal year 1932 decreased 26,187,450, the total being 185,476,450.

Money orders are printed with the name of the respective post offices and are consecutively numbered with corresponding perforated stubs. They are bound into books of 200 orders each and supplied to 60,000 post offices. During the year, 928,994 such books were produced and transmitted by registered mail direct from the Government Printing Office to the designated post offices. For this complete service the



charges in 1932 amounted to \$150,338.24, a decrease of \$21,463.34 from the preceding year.

In the last 10 years there were produced 3,283,667, or 48 per cent, more money-order books than during the 10 years, 1913-1922, the total for the 1923-1932 period being 10,152,055 books, containing approximately 2,030,411,000 money orders.

Copies of postal publications in 1932 totaled 1,893,134, an increase of 328,785 over the number issued in the preceding fiscal year.

During the fiscal year 1932 the Post Office Department also had printed 204,403,500 applications for domestic money orders, a decrease of 13,246,500 copies; 146,031,700 registered, insured, and C. O. D. notices, a decrease of 8,764,490 copies; 25,384,000 return-receipt cards, a decrease of 18,946,000 copies; 25,259,000 undeliverable publication notices, a decrease of 6,186,300 copies; and 25,000,000 orders to change address, an increase of 8,000,000 copies.

#### ARMY AND NAVY PUBLICATIONS INCREASE

The War Department issued 631,374 more copies of its publications than in 1931; and its printing expenditures increased \$6,508.69, with a total of \$690,968.45 for the fiscal year 1932.

The Navy Department reduced its printing expenditures for the year \$64,199.15, with a total of \$683,149.56. Its publications totaled 5,802,123 copies, an increase of 2,495,986, and included 4,424,077 copies of Federal Standard Stock Catalogues.

The War and Navy Departments procured from the Government Printing Office in 1932 a total of 16,284,908 copies of their publications. This total does not include the thousands of copies of military publications which are printed annually by the field plants of the Army, the Navy, and the Marine Corps.

#### MARKED DECREASE IN INCOME-TAX BLANKS

The Treasury Department reduced its orders by \$52,145.97, expending \$889,343.98 for printing and binding during the fiscal year 1932, and printing 956,602 fewer copies of its publications. Income-tax forms printed in 1932 decreased 1,550,000 copies, with a total of 47,485,000 for the year. In the fiscal year 1924 there were printed 94,129,000 income-tax forms. Since then the number has been gradually decreasing.

Printing and binding for the Department of Agriculture in 1932 cost \$1,082,768.05, an increase of \$2,746.22 over the charges for the preceding fiscal year. In the fiscal year 1932 there were printed 30,364,513 copies of Agriculture publications, including 12,220,313 copies of Farmers' Bulletins costing \$173,874.98 which were allotted

to Members of Congress for free distribution. The total number of Agriculture publications printed during the year increased 498,007 copies.

The congressional allotment of Farmer's Bulletins for the fiscal year beginning July 1, 1932, has been reduced from 20,000 to 5,000 copies each, with an estimated saving of \$100,000 in the appropriation for that purpose.

Including the Geological Survey, the Department of the Interior expended \$21,852.74 less for its printing and binding in the fiscal year 1932 than in the preceding fiscal year, the total charges for 1932 being \$366,484.10. During the year 2,099,356 copies of its publications were printed, an increase of 33,588 over the preceding year.

#### GREAT INCREASE OF LABOR PUBLICATIONS

The Department of Labor increased its publications with 639,711 copies more than were printed in the fiscal year 1931, the total for 1932 being 2,494,682 copies. Printing and binding for the Department of Labor in 1932 cost \$285,004.63, an increase of \$45,360.43 over the preceding year.

Included in the year's total of Labor publications were 1,250,000 copies printed for the Children's Bureau which supplies large numbers to Members of Congress for free distribution. One especially popular publication, entitled "Infant Care," is allotted to Congressmen at the rate of 75 copies per month. Others in the popular series issued by the Children's Bureau are Prenatal Care, Child Care, and Child Management, the latter now being called "The Child From One to Six."

Of these pamphlets a total of 13,935,207 copies have been printed since they were first issued in 1913. This total includes 2,783,470 copies that have been sold to the public by the Superintendent of Documents. In 1932 a total of 326,925 copies were sold.

#### CARDS FOR TABULATING MACHINES

Tabulating cards to the number of 96,713,000 were printed during the fiscal year 1932 for all branches of the Government service in Washington except the Bureau of the Census and the Post Office Department. This was an increase of 14,424,800 over the output in 1931, which had doubled the production for the preceding year.

On July 1, 1932, this office began the printing of tabulating cards for the entire Postal Service which uses approximately 165,000,000 cards annually in the tabulation of its accounts for review by the General Accounting Office. Notwithstanding the discriminatory rental charges exacted by the tabulating-machine companies for the

use of Government-made cards, the net saving to the Post Office Department will be approximately \$25,000 annually, the Government Printing Office charge being 55 cents per thousand cards for which the tabulating-machine company demands 78½ cents.

Owing to the orders from the Post Office Department, the number of tabulating cards printed in the five months from July 1 to December 1, 1932, totaled 97,343,500, an increase of 63,454,000 over the corresponding period in the preceding fiscal year.

To meet these greatly increased requirements, 5 new tabulating card presses were installed, thus equipping the office with 16 presses specially designed for the printing of various kinds of tabulating cards. In addition, the Tabulating Card Section has 3 paper slitters, equipped with magnetic thickness gages, and other up-to-date machinery for the proper handling of this important work.

#### CENSUS CARDS BOUGHT OF MACHINE COMPANY

The Bureau of the Census is now the only establishment of the Government in Washington that does not have all its tabulating cards printed at the Government Printing Office. In compliance with the demands of the Director of the Census, all cards for the tabulation of the Fifteenth (1930) Census have been procured from a tabulating machine company for use in its own and Government-made tabulators.

Including the fiscal year 1932, a total of 433,610,000 cards have been purchased at a cost of \$590,275.80 for the tabulation of the Fifteenth Census. These cards could have been printed by the Government Printing Office for approximately \$243,000 less, but the tabulating-machine company would have charged 18½ per cent more rental for the use of its equipment with Government-made cards and correspondingly reduced the saving.

#### SAVING BY THE USE OF GOVERNMENT CARDS

In the 10 years, 1923-1932, the Government Printing Office has printed a total of 341,353,211 cards for tabulating machines used by the Government. If these cards had been purchased from the tabulating-machine companies at their prices, they would have cost approximately \$164,000 more than was charged by the Government Printing Office.

In an effort to end the discrimination against Government Printing Office cards through excessive rental charged for tabulating machines, the Department of Justice has instituted proceedings under the antitrust laws of the United States against The Tabulating Machine Co., division of the International Business Machines



Corporation, the Remington-Rand (Inc.), and Remington-Rand Business Service (Inc.), in the United States District Court for the Southern District of New York.

The Government suit is based on a request for an opinion of the Attorney General that the Public Printer submitted to the President on October 7, 1929, after the Federal Trade Commission had dismissed without formal hearing a similar complaint by the Public Printer dated August 15, 1927.

#### PUBLIC PRINTER'S LETTER INSTIGATED SUIT

The Public Printer's letter to the President, dated October 7, 1929, follows:

In accordance with Section 303, Title 5, of the United States Code of Laws, I respectfully request that the opinion of the Attorney General be obtained for the guidance of this office in considering the inclosed contracts proposed by The Tabulating Machine Co., division of the International Business Machines Corporation, and the Remington-Rand Business Service (Inc.), for the leasing of their respective tabulating machines and the purchase of tabulating cards therefor.

I am in doubt whether the Public Printer has the legal right to sign either of the contracts containing the following provisions, which seem to me to be in violation of Section 3 of the Act of Congress approved October 15, 1914, and Section 5 of the Act of September 26, 1914, prohibiting monopolies, unjust discriminations, and unfair practices of competition in commerce:

#### DISCRIMINATORY CLAUSES IN PROPOSED CONTRACTS

[Extract from contract proposed by The Tabulating Machine Co.:]

The rentals hereinbefore stipulated are based upon the exclusive use, in any or all said machines, of cards manufactured by the Tabulating Machine Company. In the event the Government requires the right to use in any of the said machines cards produced or contracted for by the Public Printer, then you agree to pay eighteen and one-half per cent (18½%) increase in the rental of all leased machines covered by this agreement, which is the amount agreed upon as the cost of repair and maintenance of said machines when using tabulating cards not manufactured by this Company, such increased rental to commence on the day upon which you first use or punch any cards not furnished by this Company. In the event you resume the exclusive use of cards purchased from this Company, the eighteen and one-half per cent (18½%) increase in rental shall be waived, such waiver commencing with the day upon which you start punching exclusively cards purchased from this Company, and continuing so long as cards purchased from us exclusively are so used.

[Extract from contract proposed by the Remington-Rand Business Service (Inc.):]

The machine rentals fixed in the attached contract are based upon the understanding that all cards used with the equipment shall be purchased from the Lessor.

If cards used with the equipment are not purchased from the Lessor, the machine rentals shall be \$10.00 additional per machine, per month.

The Government Printing Office is in need of tabulating machines for necessary accounting work and is already equipped and authorized by law to print cards suitable for their operation, but the foregoing provisions of the proposed contracts discriminate against the use of Government-made cards by exacting increased and excessive rentals for the machines if operated with cards produced by the Government Printing Office.

The contract proposed by The Tabulating Machine Company further stipulates that the increase in rental without purchase of its cards shall be "agreed upon as the cost of repair and maintenance of said machines when using tabulating cards not manufactured by this Company" (The Tabulating Machine Company). In my opinion, there will be no increased cost of repair and maintenance due to the use of Government-made cards. This speculative provision seems to me to be merely an attempt to justify the discriminatory charge for the use of machines with Government-made cards and seeks to evade the law prohibiting unfair competition and restraint of trade by means of tying clauses and exclusive contracts. Therefore, I hesitate to agree to any such a provision without proper advice as to the legality of the same.

#### BIDS REVEAL RESTRICTION OF COMPETITION

The proposed contracts also appear to have been drafted as the result of some mutual understanding between the two tabulating machine companies to restrict competition inasmuch as the effect of the provisions cited above would be the same; that is, to discriminate against and prevent, if possible, the use of Government-made cards by charging increased rentals for machines without the cards of the respective companies.

It is also evident that the two companies have an agreement or understanding not to permit the use of each other's cards on their respective machines, as shown by the inclosed quotations received by the Public Printer for the furnishing of tabulating cards to other departments of the Government. Attention is respectfully invited to the following paragraphs contained in the respective replies of the two companies to request for such quotations:

[By the Remington-Rand Business Service (Inc.), in bidding on certain cards for use in its machines:]

This quotation is submitted with the understanding that if award is made to this company cards will be used only on machines rented from Remington-Rand Business Service (Inc.), Powers Accounting Machine Division.

[By the Tabulating Machine Co. in declining to bid on certain cards for use in its machines:]

We are submitting no bid on these tabulating cards because they are not for use in our Electric Tabulating and Accounting Machines.

#### SIMILAR CONTRACTS WITH OTHER DEPARTMENTS

Contracts similar to the inclosed, upon which I respectfully ask an opinion of the Attorney General, have been executed by other departments of the Government, seriously affecting the work which this office is authorized by law to do, but my request for an opinion at this time relates to the right of the Public Printer to enter into similar contracts for tabulating machines which are needed for the accounting work of this office. Inasmuch as the Government Printing Office does not have any other source of legal advice, I would appreciate an opinion of the Attorney General on the entire matter covered by the proposed contracts as inclosed herewith.

The petition filed by the Attorney General on March 26, 1932, on behalf of the United States alleges that the Tabulating Machine Co., division of the International Business Machines Corporation, Remington-Rand (Inc.), and Remington-Rand Business Service (Inc.) have participated in a combination and conspiracy to restrict and monopolize trade in the leasing of tabulating machines and in the sale of tabulating cards by means of a written agreement in violation of the Sherman Antitrust Act.

#### AGREEMENT OF TABULATING MACHINE COMPANIES

The agreement complained of by the Government provides that—

1. Each company should license the other under its patents relating to tabulating machines.

2. Neither party should sell, but should only rent or lease, tabulating machines.

3. Neither party should rent or lease tabulating machines at less than the rentals, or sell tabulating cards at less than the prices, set forth in the written agreement, which minimum rentals and sales prices the Tabulating Company might change upon six months' prior notice to Remington-Rand by not more than 10 per cent above or below those set forth in the agreement.

4. "So long as it might be lawful to do so," neither party should rent any tabulating machine except upon condition that the lessee will purchase tabulating cards from its lessor at prices not less than those fixed by the agreement, or, in the alternative, that if such lessee uses other cards in connection therewith, it shall pay the cost of repair and maintenance of such leased machines in addition to and above the prevailing rental for such machine.

5. Both parties should use their best endeavor to promote the sale of their respective cards to their respective lessees and not to promote "so far as they may legally do so" the sale to their respective lessees of cards manufactured by others.

6. Neither party should solicit any card business from a lessee of the other in the United States or Canada unless such lessee uses the machines of both parties.

#### GOVERNMENT ALLEGES THAT RENTALS ARE EXCESSIVE

The Government's petition further alleges that the defendants have refused to lease or license tabulating machines except upon the foregoing terms and conditions, including those which directly or indirectly require machine users not to purchase or use tabulating cards of a competitor of the lessor except by incurring special obligations or paying excessive and noncompensatory additional rental, in the nature of a penalty.



Because of these terms and conditions which the defendants have by an agreement between themselves imposed upon all those who desired to use tabulating machines, they are charged with having restrained and prevented each machine user, except the Government from purchasing tabulating cards except from its lessor.

It is further alleged that the defendants have by means of such unlawful terms and conditions collected from the Government of the United States large and substantial additional rentals.

#### CHARGES VIOLATION OF SHERMAN ANTITRUST ACT

The Government asks the court to adjudge these agreements of the tabulating machine companies an illegal conspiracy to restrain and monopolize interstate trade in violation of the Sherman Antitrust Act; and to declare illegal and in violation of the Clayton Act all provisions in the leases of tabulating machines that they shall not be used with tabulating cards of a competitor, and fixing the rental, discount, or rebate upon such an understanding.

The Government also petitions that the defendant tabulating machine companies and their officers and agents be perpetually enjoined from further engaging in or enforcing any of the alleged illegal provisions in their leases or licenses of tabulating machines.

An agreement entered into in 1914 between the Powers Accounting Machine Co., which was subsequently acquired by Remington-Rand (Inc.), or Remington-Rand Business Service (Inc.), and the Tabulating Machine Co., now a subsidiary of the International Business Machines Corporation, provided that the Powers Co. should pay as royalties or license fees to the Tabulating Machine Co. 25 per cent of the gross receipts of its rentals of tabulating and sorting machines, and in addition 18 per cent of its gross receipts from the sale of cards.

#### ROYALTIES FROM THE SALE OF TABULATING CARDS

This agreement was modified in 1922 by reducing the machine royalties to 12½ per cent and providing that 9 per cent of the gross receipts from the sale of cards by the Powers Co. shall also be paid to the Tabulating Machine Co., excepting that if the latter shall sell its own cards at less than \$1 per thousand the fee shall not apply to the cards of the Powers Co.

In the agreement of March 4, 1931, upon which the Government is now basing its suit against the International Business Machines Corporation, the Tabulating Machine Co., Remington-Rand (Inc.), and Remington-Rand Business Service (Inc.), the latter agrees to pay the Tabulating Co. the sum of \$350,000 and the further sum of \$25,000 annually for five years, in lieu of the royalties provided for in the former agreements.

The agreement of 1931 also contains a schedule of minimum rentals for each tabulating and sorting machine of the companies and prescribes the minimum prices that each shall charge for cards. It is interesting to note that the minimum prices for tabulating cards as fixed by the agreement are considerably less than the actual charges to the Government.

#### CHARGED GOVERNMENT ABOVE MINIMUM PRICE

For instance, the agreement fixes the minimum charge for cards used by the General Accounting Office and the Post Office Department at 70 cents per thousand, but the Tabulating Machine Co. has actually charged the Government 78½ cents per thousand for millions of these cards. Likewise, the minimum price fixed for cards in the agreement for cards for general departmental use is \$1 per thousand, while the actual charges have ranged from \$1.17 to \$1.40 per thousand.

The 1914 agreement between the Powers and the Tabulating Machine Co. provided that they would not rent or lease any tabulating or sorting machines except upon condition that the user or lessee agreed to purchase cards from them upon the terms and at the prices fixed in the agreement and that as a part of each contract of rental the user agreed to purchase its cards from the lessor of the machine at the prescribed schedule of prices.

#### "SO LONG AS IT MAY BE LAWFUL" AGREEMENT

The agreement entered into between these companies in 1922 modified the restriction somewhat by providing that "so long as it may be lawful to do so" they will not rent or lease machines except upon condition that the tabulating cards will be purchased of the lessor at not less than the prices fixed in the agreement, or "in the alternative" that if the lessee of the machine does not use cards purchased from the tabulating machine companies "the cost of repair or maintenance" of such leased machine shall be charged against and paid by the lessee in addition to the rental rates as fixed upon in the agreement between the tabulating machine companies.

Under this agreement, which the Attorney General now charges is a violation of the antitrust laws, the Tabulating Machine Co., division of the International Business Machines Corporation, has exacted of the Government 18½ per cent additional rental for the use of machines with cards printed by the Government Printing Office. Remington-Rand has required an additional rental of \$10 per month per machine if used under similar conditions.

The Government contends that there is no additional cost of repair and maintenance by reason of the use of cards printed by the Government Printing Office, and that therefore the additional rental charge under such pretext is wholly unjustified and grossly discriminatory.

The defendant tabulating-machine companies have filed an answer denying the allegations of the Government, and the case is now on the calendar of the United States District Court in New York awaiting trial. Pending the outcome of the suit, the tabulating-machine companies are continuing to deny commercial users of their machines the right to procure cards from any other source than the company from which the machines are leased and are exacting additional rentals from such agencies of the Government as may use Government-made cards in machines leased from those companies.

#### NEW YORK TIMES COMMENTS ABOUT SUIT

In a news story of the Government's suit against the tabulating-machine companies, the New York Times of March 27, 1932, said:

\* \* \* The suit is the result of an investigation begun 12 months ago, following a complaint made by George H. Carter, Government Printer, that the defendants had required the Government to pay more than \$100,000 a year in excess rentals. \* \* \*

A peculiar feature of the case, Federal investigators said, was the fact that tabulating machines had originated in a Government accounting department and that the first machine ever used by the Government had been invented by a department employee. Some of these machines are still in use, but the machines manufactured by the defendants embody so many improvements, all patented on original models, that the Government no longer makes its own machines.

#### PUBLIC PRINTER'S REPORT CITED FOR ECONOMY

Reduction in expenditures for useless printing and curtailment of waste in Government publications as discussed in the Public Printer's Report for 1931 received the attention of the President and the Director of the Bureau of the Budget and resulted in vigorous limitations on printing appropriations by the Economy Act of Congress for the fiscal year beginning July 1, 1932.

Following the publication of the Public Printer's Report in January, 1932, the Director of the Bureau of the Budget addressed the following letter under date of February 8 to the heads of all the executive departments and independent establishments of the Government:

The President has asked me to bring to your attention the following statement contained in the Annual Report of the Public Printer to December 31, 1931, as he feels that in making requisitions for publications for official use or free distribution



every effort should be made to see that the number ordered is limited to actual requirements:

Libraries are not the only places from whence come the avalanche of obsolete and unserviceable publications which have to be disposed of as waste paper to make room for the incoming millions of newer publications that fill to overflowing the 100,000 square feet of storage space in the Government Printing Office. During the last 10 years, 10,503,405 copies of publications ordered by the various departments and establishments of the Government for official use or free distribution have failed of that purpose and have been sold as waste paper. In the same period, 7,470,935 copies of publications available for sale by the Superintendent of Documents have likewise become obsolete or otherwise unsalable.

These useless publications, mostly pamphlets, added to the 5,925,499 returned by depository libraries, make the total waste of publications recorded by the Government Printing Office during the last 10 years amount to 23,899,839 copies, the printing and handling of which cost the Government more than a million dollars.

The President has further asked me, in this connection, to communicate to you his desire that requisitions for the printing of pamphlets and other publications not specifically required by law be restricted to the utmost degree compatible with the public interest.

#### BUDGET DIRECTOR EXPRESSES APPRECIATION

In further regard to the foregoing letter, the Director of the Bureau of the Budget wrote the Public Printer as follows on March 24, 1932:

The replies received to these letters are most heartening, giving renewed assurance of the closest attention to printing matters, and aside from its effect upon actual expenditures, I can appreciate the influence which this will have in helping to ease the burden of work devolving upon your office.

The subject of printing extravagance is not a new one. In 1864 the Superintendent of Public Printing thus expressed his views in a report to Congress:

Under the law I am compelled to execute the orders of Congress and of the departments, and can have, of course, no control over the amount ordered to be printed; but I hope it may not be regarded as improper for me to suggest that a great saving to the Government may be made by omitting to print many documents which are of no general utility, and to ask the attention of Congress to the subject.

#### PRODUCTION REGULATED BY APPROPRIATIONS

The present Public Printer in his first report to Congress for the fiscal year 1921 submitted these observations:

The Public Printer has little or no control over the amount of printing and binding done by the Government Printing Office, inasmuch as the volume of work depends entirely upon orders placed by Congress and the various departments and independent establishments of the Government.

These orders must, however, come within the limits of the appropriations annually made by Congress for printing and binding. Therefore, the production of this office is regulated by the amount of money Congress authorizes to be so spent by the departments. In other words, reduced appropriations mean reduced printing; and increased appropriations, an increased volume of printing.

The Public Printer's principal opportunity for economy is in the method of executing work ordered by others. This in itself affords a broad field for reducing expenditures which I intend to explore to the utmost, but the point should always be borne in mind that the amount of printing and the kind and number of publications issued by the Government are matters for which the departments themselves are solely responsible in so far as Congress appropriates funds therefor.

### SUGGESTED ECONOMIES IN PRINTING

During the consideration of economy legislation at the last session of Congress, the Public Printer was requested to present his views at hearings before both the House and Senate committees and to submit also a written statement of suggested remedies and savings in Government printing.

The following is an outline of the suggestions which the Public Printer prepared for consideration by the congressional committees in the drafting of economy legislation:

1. Unite all printing appropriations for any department in a single item to centralize control over expenditures.
2. Prevent unauthorized printing by the numerous mimeographing and multigraphing plants in various departments and establishments of the Government.

NOTE.—Made effective partially in Economy Act by 50 per cent reduction of appropriations for blank paper procured from the Government Printing Office, but under decision by Comptroller General, departments are now purchasing blank paper elsewhere and thus continuing to print extensively in their mimeograph and multigraph plants.

3. Restrict activities of field printing plants.

NOTE.—Made effective in Economy Act by reduction of appropriations available for field printing under control of Joint Committee on Printing.

4. Abolish allotment of Government publications for free distribution by Members of Congress and save approximately \$500,000 annually.

NOTE.—See pages 20 to 25, inclusive, for comments, and bill by Hon. Louis Ludlow, of Indiana.

5. Proposal to extend facilities of Superintendent of Documents for the sale of all Government publications.

NOTE.—Made effective in Economy Act.

6. Compliance with law requiring estimates and reports on printing congressional documents by Printing Committee of each House.

7. Reduce Congressional Record to "substantially a verbatim report of proceedings" as provided by law, and save approximately \$200,000 annually.

8. Restrict size of Agriculture Yearbook to 640 pages, and save approximately \$100,000 annually.

9. Discontinue printing eulogies of deceased Members, and save approximately \$30,000 annually.

10. Better preparation of copy for printing patent specifications and reduce charges at least \$50,000 annually.

NOTE.—Made effective by Patent Office since July 1, 1932. On December 1, 1932, Public Printer reduced charges to save the Patent Office approximately \$100,000 annually.

11. Eliminate duplication of publications by overlapping agencies of the Government.

NOTE.—Made partially effective in Economy Act by reduction of appropriations and their supervision by Director of the Bureau of the Budget.

#### LETTER TO HOUSE ECONOMY COMMITTEE

A detailed discussion of the foregoing suggestions is contained in the following letter which the Public Printer addressed to the Chairman of the Economy Committee of the House of Representatives under date of March 8, 1932:

MY DEAR MR. BYRNS: In compliance with your request of February 27, I respectfully submit for consideration by the Economy Committee of the House of Representatives the following views and suggestions of economies that may be effected in the various activities of the Government so far as they may concern the Government Printing Office:

#### LAW REQUIRES SINGLE ITEM FOR PRINTING FUNDS

1. Although the legislative appropriation acts annually carry a provision (Public, No. 691—71st Cong., p. 18) requiring "all amounts for printing and binding for any department or establishment, so far as the Bureau of the Budget may deem practicable, shall be incorporated in a single item for printing and binding for such department or establishment and be eliminated as a part of any estimate for any other purpose," many appropriations other than those made definitely for printing and binding are regularly used for that purpose. During the present fiscal year printing and binding has been charged to 84 miscellaneous appropriations for various other purposes in addition to the 50 definite appropriations for printing and binding.

This practice has been approved by the Comptroller General notwithstanding the act of June 30, 1906 (34 Stat. 762), prohibiting the use of any appropriation for printing and binding except such as shall provide specifically and solely therefor. The Public Printer submitted a specific case to the Comptroller General and was advised by his decision of September 13, 1923, that—

"the question of what appropriation is to be charged with expenses of printing and binding is not properly for submission by the Public Printer and a decision on that point can not, therefore, be rendered upon your request."



Accordingly, the printing in question was charged to an appropriation which did not provide specifically for that purpose.

The definite appropriations for printing and binding for the fiscal year 1932 amount to \$12,081,836.70, including \$2,500,000 for congressional printing and binding. In addition, the various departments and establishments annually expended from other appropriations \$2,500,000 for printing, binding, and blank paper ordered from the Government Printing Office.

A list of the specific appropriations for printing and binding for the fiscal year 1932 and of the other funds to which printing and binding have been charged during the year is submitted herewith as Exhibit A.<sup>1</sup>

The uncertainty of expenditures from the miscellaneous and lump-sum appropriations makes it difficult for the Public Printer to determine the amount of printing and binding that will be required of the Government Printing Office during the course of a year or the number of employees and the amount of material that may be needed to do such work in addition to the printing and binding specifically authorized by Congress.

#### VARIOUS FUNDS NOW USED FOR PRINTING

The use of lump-sum and miscellaneous appropriations for printing and binding in addition to the specific appropriations for that purpose also removes the restriction which Congress evidently intended to place on the annual expenditures for printing and binding for any department or establishment. I am of the opinion that a substantial economy could be effected by requiring all departments and establishments to comply with the following provision in the annual legislative appropriations acts and with the act of June 30, 1906, as referred to above:

"All amounts in the Budget for the fiscal year 1933 for printing and binding for any department or establishment, so far as the Bureau of the Budget may deem practicable, shall be incorporated in a single item for printing and binding for such department or establishment and be eliminated as a part of any estimate for any other purpose. And if any amounts for printing and binding are included as a part of any estimates for any other purposes, such amounts shall be set forth in detail in a note immediately following the general estimate for printing and binding: *Provided*, That the foregoing requirements shall not apply to work to be executed at the Bureau of Engraving and Printing."

#### MIMEOGRAPH AND MULTIGRAPH PLANTS

2. In addition to printing and binding ordered of the Government Printing Office, several departments have reestablished printing plants of their own, supplied with presses, type-casting machines, folding and gathering machines, and power paper cutters for work that the Government Printing Office is equipped and authorized to do. The departmental printing plants are generally operated under the guise of multigraphing and mimeographing plants, but their equipment is similar to that of a regular printing plant, and much of their work can and should be done at the Government Printing Office.

Furthermore, I am of the opinion that the establishment and operation of departmental printing plants are in violation of sections 60 and 61, title 44, United States Code. These plants are equipped and maintained with funds other than those appropriated for printing and binding, and the cost of their work is in addition to the expenditures for that purpose by the Government Printing Office.

<sup>1</sup> Omitted.

I understand that the Joint Committee on Printing has records of the equipment and output of these departmental printing plants.

I have also been advised that the printing plant in the Department of Agriculture has several monotype keyboards and casting machines in operation casting type for its own use and employs nearly a score of so-called multigraph and mimeograph printing presses, which are equipped with automatic feeders for printing sheets up to letter size at the rate of 3,500 and 5,200 copies per hour. The printing plant in the Department of Agriculture also operates several offset printing presses, a 12-box gathering and stitching machine for pamphlet and book work, and is otherwise well equipped for printing and binding operations. About 50 employees are reported to be engaged in this work in the Department of Agriculture.

#### PRINTING EQUIPMENT IN THE DEPARTMENTS

The Department of Commerce also has a well-equipped printing plant with several monotype keyboards and casting machines, a folding and gathering machine, numerous multigraph printing presses, and an offset press capable of printing sheets up to 11 by 17 in size. It has a force of about 30 employees on this work, so I have been informed.

Other departments and establishments in Washington are also similarly equipped, but apparently do not engage in this work as extensively as the departments above mentioned.

Inclosed herewith as Exhibit B<sup>1</sup> are a number of samples of work done by the printing plants in the Departments of Agriculture, Commerce, and the Interior, but these exhibits do not show the wide range of printing which the departmental plants are doing, especially in the production of blank forms, circulars, printed letters, etc.

Some idea of the extent of the printing by the departmental plants may be obtained from the fact that the blank paper which the Government Printing Office furnishes to other departments and establishments of the Government under authority of the act of June 7, 1924, amounts to approximately \$600,000 annually. Of the blank paper so furnished in the fiscal year 1931, there were 404,058,540 cut sheets of multigraph and mimeograph printing paper, and 800,000 full-size sheets, costing approximately \$189,000.

#### RECOMMENDATIONS OF CONFERENCE ON PRINTING

In this connection, your attention is respectfully invited to the following extract from the report of the Permanent Departmental Conference on Printing to the Director of the Bureau of the Budget under date of June 30, 1922:

"18. *Mimeographing and multigraphing.*—The rapid and vast increase in the use of mimeograph and multigraph machines for the production of blank forms, letterheads, and even periodicals and publications of large editions and pretentious size was considered by a special committee. This committee reported that, while the mimeograph and multigraph are labor-saving devices of great service if handled properly, they ought not to be used as regular printing plants, inasmuch as the expense of mimeographing and multigraphing in large quantities exceeds the cost of printing, and for the further reason that this method of printing large numbers of blank forms and various publications is an evasion of the printing laws and appropriations.

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<sup>1</sup> Omitted.

"19. The conference therefore decided to submit the following recommendation to the Bureau of the Budget, prescribing the proper use of mimeograph and multigraph machines:

"The use of mimeographs and multigraphs in the executive departments and independent establishments in Washington and the field service shall be confined to the duplicating of circulars, correspondence, and office records, and the multigraphing and mimeographing of publications and periodicals and permanent forms in annual editions of 500 or over, except in case of extraordinary emergency, shall be discontinued."

In its report for the succeeding year, June 30, 1923, the Permanent Conference on Printing also submitted the following statement in regard to multigraphing and mimeographing:

"Among the subjects listed on the program of the Permanent Conference on Printing was that of departmental multigraphing and mimeographing. A previous examination of the question by a committee of the conference had revealed the fact that this form of printing had been greatly extended within the several departments, until it had been made to embrace not only the ordinary small and simple blank forms customarily in use for office work but larger and more pretentious forms. It was found also that this particular use of multigraph and mimeograph machines was very expensive, because the cost of producing large numbers of blanks and other work by this process exceeded the cost of ordinary printing without giving a corresponding degree of satisfaction. For that reason the conference made recommendation to the Bureau of the Budget that multigraphing and mimeographing be confined to the duplication of office records, blanks, and correspondence. The conference instructed its members to report on the amount of multigraphing and mimeographing being done by their respective departments and these reports were carefully considered. The conference was notified that the subject was still under consideration by the Bureau of the Budget and that that body would take appropriate action as soon as possible. The purpose of the conference is to limit the use of multigraphing and similar machines to work which they can expeditiously and economically perform."

As far as I know, the Bureau of the Budget has never taken any action in regard to the recommendation of the Permanent Conference on Printing.

#### MANY FIELD-SERVICE PRINTING PLANTS

3. Several departments, especially the Post Office, War, Navy, and Agriculture, maintain a number of field printing plants authorized by the Joint Committee on Printing for the exclusive use of field services outside the District of Columbia. The cost of the equipment and operation of these plants is likewise in addition to the expenditures for printing and binding produced by the Government Printing Office in Washington. Undoubtedly, a considerable part of this work could and should be done at the Government Printing Office and thus would help reduce the charges for its work by the fuller utilization of its equipment when Congress is not in session. A further study of the printing done by the field plants would, I believe, result in a substantial economy in this class of work.

#### DISTRIBUTION BY MEMBERS OF CONGRESS

4. If Members of Congress are willing to give up the quota of public documents now allotted to them by law for free distribution, a specific economy of approximately \$500,000 annually could be made in the expenditures for printing and



binding for Congress. The cost of printing documents allotted to Members of Congress for distribution during the fiscal year 1931, including Agriculture Yearbooks, Farmers' Bulletins, and United States maps, amounted to \$524,607.84. This sum does not include the cost of copies of the Congressional Record, Directory, and manuals allotted to Members of Congress or other publications which they obtain from the various departments and bureaus for public distribution.

As a matter of fact, there has been a material reduction during recent years in the congressional distribution of public documents. The Joint Committee on Printing, under authority of the act of March 30, 1906, regulating the editions of public documents, has substantially reduced the printing of extra copies for congressional distribution and in numerous instances entirely eliminated expensive publications from the congressional quotas. This economy has been effected without any apparent protest on the part of Members of Congress or the public, resulting in a saving of many hundreds of thousands of dollars.

It is therefore suggested that the economy be completed by the final elimination of all quotas of documents allotted to Members of Congress other than distinctive congressional publications, such as the Record, Directory, manuals, and such other publications as Congress may order printed from time to time for its own distribution.

#### SALE OF ALL PUBLICATIONS IS PROPOSED

5. In lieu of the present extensive and evidently wasteful free distribution of Government publications, I earnestly recommend placing practically all Government publications on a sales basis. Even in competition with the widespread free distribution, the sale of Government publications by the Superintendent of Documents during the fiscal year 1931 amounted to \$701,597.80 for 8,607,247 copies. In this connection, your attention is invited to the recommendation in my annual report for 1931, page 43.

It is interesting to note that, despite the vast number of copies printed for free distribution, 207,315 copies of Farmers' Bulletins were sold last year, and 851 customers paid \$1.50 each for copies of the 1931 Agricultural Yearbook. There were sold during the year 1,200 copies of previous Yearbooks. It is evident, therefore, that a considerable number of persons are willing to pay for Government publications even when free copies are obtainable elsewhere. Practically all of the publications of the Department of Commerce are on a sales basis, and I understand that department is well pleased with the increasing large sales of its publications.

Certainly, the uniform sale of Government publications would be more equitable and fair to all concerned and would relieve the Government of the great expense in the present free distribution, which undoubtedly has resulted in a great waste.

#### LAW REQUIRES ESTIMATE OF PRINTING COST

6. Your consideration is also respectfully invited to the provision of law (sec. 140, title 44, U. S. C.) providing that either House may order the printing of a document "only when the same shall be accompanied by an estimate from the Public Printer as to the probable cost thereof," and to the requirement in the annual legislative appropriation acts that printing and binding for Congress, "when recommended to be done by the Committee on Printing of either House, shall be so recommended in a report containing an approximate estimate of the cost thereof together with a statement by the Public Printer of estimated

approximate cost of work previously ordered by Congress." Section 133, title 44, of the United States Code also provides that no extra copies shall be printed before the Committee on Printing has reported thereon to its respective House.

I believe that a more careful observance of the foregoing provisions of law would reduce the expenditures for congressional printing and binding. For instance, during the present session of Congress the Public Printer took the liberty of calling the attention of the Chairman of the House Committee on Printing, Mr. Stevenson, to three orders of the House for the printing of expensive publications for which no estimates had been obtained and no reference had been made to the Committee on Printing. As a result of the action taken by the Chairman of the House Committee on Printing in regard to the printing of these three documents, a saving of approximately \$85,000 was effected.

#### CONGRESSIONAL RECORD AS A "VERBATIM REPORT"

7. Approximately one-third of the 7,779 pages of the daily Congressional Record for the third session of the Seventy-first Congress were devoted to matter other than the actual proceedings and debates in Congress. The law (sec. 81, title 44, U. S. C.) provides that the Congressional Record shall be "substantially a verbatim report of proceedings" and that the Joint Committee on Printing "shall take all needed action for the reduction of unnecessary bulk." However, it has always been maintained by Congress that each House is the sole judge of the matter inserted in its own proceedings.

Assuming that the Record for the last Congress contained a fair average of extraneous matter, a saving of approximately \$260,000 annually might be made if the Record were reduced to "substantially a verbatim report of proceedings," as the law provides. I doubt, however, if the Joint Committee on Printing would want to assume such a grave responsibility unless and until there is more affirmative legislation by Congress in this regard.

#### REDUCE SIZE OF THE AGRICULTURE YEARBOOK

8. A specific economy of approximately \$100,000 annually could be made by reducing the size of the Agriculture Yearbook to 640 pages. The Yearbook for 1931 contained 1,120 pages, and 400,000 copies were printed at a cost of \$272,983. Of this edition, 380,000 copies were for distribution by Members of Congress and accordingly charged to the congressional printing allotment.

I do not presume to recommend that it is desirable to reduce the size of the Agriculture Yearbook or advise that a smaller book would be of equal service to the public, but it is a fact that the Yearbook has been reduced approximately 500 pages since 1925 without any serious complaint so far as this office has been advised. This decrease in number of pages was made at the suggestion of the Public Printer to keep the size of the Yearbook within the range of our bindery machine operations, thereby effecting a considerable saving in its production. Prior to 1921, the Agriculture Yearbook contained from 790 to 888 pages for a number of years. Its size gradually increased until 1925, when a maximum of 1,537 pages was reached. The limit is now approximately 1,200 pages annually.

NOTE.—Yearbook for 1932 contains 975 pages. Just off press, May 11, 1932.

9. Your attention is also respectfully invited to the cost of printing and binding the special volumes of eulogies, which for the Seventy-first Congress amounted to \$64,478.74 for 128,808 copies. I have been advised that there is a comparatively small distribution of these books.

10. Proper preparation of copy for the printing of patent specifications would enable the Public Printer to reduce the annual charges to the Patent Office for such printing at least \$50,000. An offer to this effect was submitted to the Secretary of Commerce under date of October 9, 1930, but as yet no improvement has been made in the copy to justify any decrease of printing charges to the Patent Office. As a matter of fact, if the Commissioner of Patents would comply with the suggestion of the Public Printer and the recommendations of the Bureau of Efficiency that patent attorneys and examiners be required to prepare copy of specifications so that they can be handled by our printers and proof-readers the same as other copy, I am confident that a saving of approximately \$50,000 a year could be made in the charges for printing of patent specifications.

Your attention is invited to the statements concerning printing for the Patent Office contained in the Report of the Public Printer for 1930, pages 31 to 38, inclusive, and the report for 1931, pages 30 and 31, copies of which are submitted herewith.

#### DUPLICATION OF GOVERNMENT PUBLICATIONS

11. In further response to your request for suggestions of consolidations that may be made and duplications eliminated in the interest of economy and efficiency, there is submitted herewith (Exhibit C<sup>1</sup>) a list of Government publications on similar subjects emanating from different departments. These publications are listed merely because of the similarity of their subjects. I do not presume to have the ability to pass judgment on their merits or whether they constitute unnecessary duplication in printing. However, the list may be of service to your committee in considering the duplication and overlapping of activities by the various departments, bureaus, and establishments which have sponsored the printing of these publications.

The foregoing views and suggestions of economies in printing are respectfully submitted with the assurance that I greatly appreciate the desire of your committee to have my cooperation and assistance. I shall be glad to serve you at any time.

#### ECONOMY ACT AS PASSED BY HOUSE

As passed by the House on May 3, 1932, the Economy Act placed a limitation of \$10,000,000 on all expenditures for printing and binding done at the Government Printing Office during the fiscal year beginning July 1, 1932, of which \$2,500,000 was to be for the use of the legislative branch of the Government and \$225,000 for Farmers' Bulletins for congressional distribution.

Printing and binding for the use of the Patent Office, which was excepted from the \$10,000,000 limitation, made the total authorization for printing and binding under the House bill amount to approximately \$11,000,000.

The House bill also placed an additional limitation of \$400,000 on expenditures for paper furnished by the Government Printing Office to other branches of the Government during the fiscal year beginning

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<sup>1</sup> Omitted.



July 1, 1932. This paper is used largely for mimeograph and multigraph printing by the departments.

## STATEMENT TO SENATE COMMITTEE

In response to a request from the Chairman of the Senate Committee on Appropriations for an opinion concerning the limitations on printing, binding, and paper expenditures as provided for in the House bill, the Public Printer replied under date of May 11, 1932:

MY DEAR SENATOR: Replying to your request of May 10, for my opinion on sections 302 and 303 concerning limitations on expenditures for printing and binding, paper, and stationery, to be found on pages 56 and 57 of the Legislative Appropriation Bill for 1933, I respectfully submit the following statement:

Section 302. The limitation of \$10,000,000 on all printing and binding expenditures at the Government Printing Office in 1933 would include the normal hang-over of uncompleted work ordered in the fiscal year 1932, estimated at \$2,100,000, thus reducing to approximately \$7,900,000 the amount available for work ordered in the fiscal year 1933. From this sum is also to be deducted the \$2,500,000 specified for printing and binding for the legislative branch, which would leave approximately \$5,400,000 available for allotment by the Director of the Bureau of the Budget to the various departments and establishments as provided by this section.

Your attention is invited to the fact that the printing and binding charges in the fiscal year 1931 for three departments, Treasury, Post Office, and Justice, whose official requirements probably can not be materially reduced, amounted to \$3,177,000, which, if maintained under the proposed limitation for the fiscal year 1933, would leave only \$2,222,000 available for printing and binding for all the other departments and establishments of the Government. In the fiscal year 1931, the other departments and establishments expended approximately \$8,200,000 for work done by the Government Printing Office. The expenditures for blank paper furnished other departments and establishments of the Government amount to approximately \$600,000 annually in addition.

I present these figures simply to indicate that the effect of the \$10,000,000 limitation on expenditures in 1933 is far more drastic than is evident from a mere reading of the section.

## "LEGISLATIVE BRANCH OF THE GOVERNMENT"

I also invite your attention to the proposed allotment of \$2,500,000 for printing and binding for the use of the "Legislative branch of the Government," which appears to have been intended for the exclusive use of Congress, as the expenditures for congressional printing and binding during the fiscal year 1932 will amount to approximately \$3,000,000. However, the Legislative Appropriation Bill includes in the "Legislative branch of the Government" the Library of Congress, for which a specific printing and binding appropriation of approximately \$411,000 is made, and the Office of the Superintendent of Documents, for which \$184,000 is appropriated for printing and binding, including publications for depository libraries. In addition, the Superintendent of Documents expends approximately \$500,000 annually for reprinting of publications for sale at a profit, and this amount would likewise have to be deducted from the \$2,500,000 if the limitation covers all expenditures for the fiscal year 1933.

Accordingly, there would actually be available for congressional printing and binding less than \$1,500,000 out of the \$2,500,000 provided for printing and binding for the "Legislative branch of the Government." Such a sum would be grossly inadequate, as the cost of printing the Congressional Record and bills and resolutions alone amounts to approximately \$1,000,000 a year. In addition, committee printing in the fiscal year 1931 cost approximately \$600,000.

I therefore respectfully recommend that section 302 be amended so that it shall not apply to printing and binding for the "Legislative branch of the Government," which would leave in effect the regular appropriations therefor, as authorized elsewhere in the bill. If this were done, the limitation in section 302 for other branches of the Government service could be reduced from \$10,000,000 to \$7,500,000 or whatever amount the Congress desires to provide for that purpose. In any event, the limitation on expenditures for printing and binding under section 302 should be based on the amount "obligated" for printing and binding during the fiscal year 1933 instead of the amount "expended," so as not to further increase the limitation by including approximately \$2,100,000 which has to be expended in the fiscal year 1933 for work ordered but not completed prior to July 1, 1932. Appropriations have already been made to pay for such unobligated work, and this office must be reimbursed for the expenditures incurred in connection therewith.

#### EXEMPTS PRINTING PRODUCING REVENUE

I also recommend that the manufacture of postal cards and money orders for the Post Office Department by the Government Printing Office be exempted from the provisions of section 302 along with printing and binding for the use of the Patent Office as already excluded therefrom. Like printing for the Patent Office, the printing of postal cards and money orders is a revenue-producing activity of the Government and is controlled entirely by the requirements of the public for the purchase of such printed matter. During the fiscal year 1931, the expenditures for the printing of postal cards and money orders amounted to approximately \$900,000. Printing for the Patent Office during the same year amounted to \$1,100,000. As these appear to be unavoidable and irreducible expenditures, it would seem inadvisable to include them in any allotment that the Director of the Bureau of the Budget might be authorized to make of the total limitation which Congress may place upon printing and binding for the fiscal year 1933.

#### SUGGESTED REDRAFT OF PRINTING SECTION

In accord with these recommendations, I submit for your consideration the following redraft of section 302. The parts which I suggest be omitted are included in brackets and the parts which I suggest be inserted are printed in italic:

"SEC. 302. During the fiscal year ending June 30, 1933, not more than **[\$10,000,000]** *\$7,500,000* shall be **[expended]** *obligated* for printing and binding for the use of the United States and the District of Columbia done at the Government Printing Office, of which **[\$2,500,000]** shall be for printing and binding for the use of the legislative branch of the Government, and **]** *\$225,000 shall be available for Farmers' Bulletins.* The amount available hereunder for the executive departments and independent establishments, the judiciary, and the government of the District of Columbia shall be distributed by the Director of the Bureau of the Budget among the several departments and establishments,

the judiciary, and the government of the District of Columbia as, in his judgment, the needs of the service may require. Nothing in this section shall be construed to authorize the discontinuance of any report or publication specifically required by law. This section shall not apply to the printing and binding for the use of the Patent **[Office.] Office, the manufacture of postal cards and money orders for the Post Office Department, or the legislative branch of the Government."**

#### CONGRESS COULD SAVE IN ITS PRINTING

In connection with the allotment for printing and binding for Congress, I respectfully invite your attention to the accompanying letter which I addressed to the Chairman of the House Committee on Printing under date of April 12, 1932, suggesting a further possible economy in congressional printing by discontinuing the free distribution of Government publications now allotted to Members of Congress in their respective folding rooms, and also the free distribution of Farmers' Bulletins for which a special appropriation is made in the Agriculture bill and continued in section 302 of part 2 (the economy section) of the pending Legislative Appropriation Bill.

If the folding-room distribution were discontinued, the congressional allotment for printing and binding could be reduced approximately \$500,000. Even if it is deemed not desirable to discontinue the folding-room distribution, I respectfully urge that the provision of the bill submitted to the Chairman of the House Committee on Printing relating to increased facilities for the sale of Government publications be incorporated in the pending legislative bill.

#### LIMITATION ON BLANK PAPER PURCHASES

SEC. 303. In regard to this section, it is my opinion that the \$400,000 limitation on blank paper furnished by the Government Printing Office for the use of the several executive departments and independent establishments and the government of the District of Columbia is ample for their use during the fiscal year 1933, provided they do not continue the operation of multigraph machines and other printing and binding equipment now in their possession for work that by law should be done at the Government Printing Office.

In this connection, I quote the following extracts from my letter of March 8, 1932, to the Chairman of the Economy Committee of the House of Representatives:

"\* \* \* In addition to printing and binding ordered of the Government Printing Office, several departments have reestablished printing plants of their own, supplied with presses, type-casting machines, folding and gathering machines, and power paper cutters for work that the Government Printing Office is equipped and authorized to do. The departmental printing plants are generally operated under the guise of multigraphing and mimeographing plants, but their equipment is similar to that of a regular printing plant, and much of their work can and should be done at the Government Printing Office.

"Furthermore, I am of the opinion that the establishment and operation of departmental printing plants are in violation of sections 60 and 61, title 44, U. S. Code. These plants are equipped and maintained with funds other than those appropriated for printing and binding, and the cost of their work is in addition to the expenditures for that purpose by the Government Printing Office. \* \* \*

"\* \* \* Some idea of the extent of the printing by the departmental plants may be obtained from the fact that the blank paper which the Government Printing Office furnishes to other departments and establishments of the Government under authority of the act of June 7, 1924, amounts to approximately



\$600,000 annually. Of the blank paper so furnished in the fiscal year 1931, there were 404,058,540 cut sheets of multigraph and mimeograph printing paper, and 800,000 full-size sheets, costing approximately \$189,000. \* \* \*

For your further information, I inclose copies of the letters which I have addressed to the Chairman of the House Committee on Appropriations and the Chairman of the House Economy Committee, together with a detailed statement of the cost of congressional printing for the fiscal year 1932 and for the 10 months of the present fiscal year.

If I can furnish any further information to the committee or be of service to it in the consideration of the pending bill, I await your call.

#### FURTHER SUGGESTIONS BY PUBLIC PRINTER

The foregoing statement was considered at a hearing before the Senate Committee on Appropriations on May 12, 1932; and at its request further suggestions were submitted by the Public Printer under date of May 13, 1932, as follows:

MY DEAR SENATOR: In conformity with the suggestions of the subcommittee handling Part II of the Legislative Appropriation Bill for 1933, I am submitting for your consideration a proposed amendment to section 302 of the bill as it passed the House. The exceptions are wholly revenue-producing printing, and the printing of publications for sale is not chargeable to any appropriation but to funds received from receipt of sales.

After deducting from the total available fund the printing for Congress and the three revenue-producing activities—Patent Office printing, manufacture of postal cards and money orders, and printing of publications for sale by the Superintendent of Documents—the amount available to the various departments and bureaus for printing for Government use was \$8,799,000 in 1931. Under the House bill it would amount to \$6,100,000 and under the proposed amendment of section 302 it would be \$7,500,000.

#### AMENDMENT TO PRINTING SECTION

(The amendment proposed by the Public Printer follows:)

“(Strike out parts in brackets and insert parts *in italic*)

“SEC. 302. During the fiscal year ending June 30, 1933, not more than \$10,000,000 shall be **[expended]** *obligated* for printing and binding for the use of the United States, and the District of Columbia done at the Government Printing Office, of which **[\$2,500,000 shall be for printing and binding for the use of the legislative branch of the Government, and \$225,000 for Farmers' Bulletins.]** *\$226,000 shall be available for Farmers' Bulletins, and \$2,500,000 for the printing and binding authorized to be done for Congress, the printing and binding for the use of the Government Printing Office, and printing and binding (not exceeding \$2,000) for official use of the Architect of the Capitol when authorized by the Secretary of the Senate.* The amount available hereunder for the executive departments and independent establishments, the judiciary, and the government of the District of Columbia shall be distributed by the Director of the Bureau of the Budget among the several departments and establishments, the judiciary, and the government of the District of Columbia as, in his judgment,

the needs of the service may require. Nothing in this section shall be construed to authorize the discontinuance of any report or publication specifically required by law. This section shall not apply to printing and binding for the use of the Patent Office[.], the reprinting of Government publications for sale by the Superintendent of Documents, or the manufacture of postal cards and money orders for the Post Office Department."

### THE ECONOMY ACT

The Economy Act as passed by the Senate June 8, 1932, conformed quite closely to the limitations on printing expenditures suggested by the Public Printer, but expressed them in a somewhat different form. The Senate amendments fixed the total for departmental printing, including Farmers' Bulletins, at not to exceed \$8,000,000 and exempted the legislative branch from this limitation along with the Patent Office, as provided for in the House bill, and the manufacture of postal cards and money orders for the Post Office Department, as proposed by the Public Printer.

As thus drafted, the Senate bill provided approximately \$10,800,000 for printing and binding for the fiscal year 1933. The House bill, however, by deducting \$2,500,000 for printing for the legislative branch and \$225,000 for Farmers' Bulletins from its authorization of \$10,000,000, made only \$7,250,000 available for departmental printing as compared with the \$8,000,000 proposed in the Senate bill.

The limitations on expenditures for printing and binding as finally modified in conference and enacted into law fixed the total amount at approximately \$10,100,000, including specific appropriations for Patent Office postal card and money order printing.

### LIMITATIONS ON PRINTING AND BINDING

From the lump sum authorization of \$8,000,000, the bill deducted \$2,500,000 for printing for the legislative branch of the Government, which includes Congress, the Library of Congress, the Architect of the Capitol, the Government Printing Office, and the Office of the Superintendent of Documents. This left \$5,500,000 available in the fiscal year 1933 for allotment by the Director of the Bureau of the Budget to the various departments and establishments of the Government for printing other than for the Patent Office, postal cards, and money orders.

The limitations on printing and binding are provided for in section 302 of the economy part of the Legislative Appropriation Act for the fiscal year 1933 (Public, No. 212 72d Cong.), which reads as follows:

SEC. 302. During the fiscal year ending June 30, 1933, not more than \$8,000,000 shall be obligated for printing and binding for the use of the United States and

the District of Columbia done at the Government Printing Office, including printing and binding done elsewhere under contract by the Public Printer, or obtained in the field under authority of the Joint Committee on Printing for the exclusive use of a field service; of the foregoing amount \$2,500,000 shall be for printing and binding for the use of the legislative branch of the Government. The amount available hereunder for the executive departments and independent establishments, the judiciary, and the government of the District of Columbia shall be distributed by the Director of the Bureau of the Budget among the several departments and establishments, the judiciary, and the government of the District of Columbia as, in his judgment, the needs of the service may require. Nothing in this section shall be construed to authorize the discontinuance of any report or publication specifically required by law. This section shall not apply to printing and binding for the use of the Patent Office or to the manufacture of postal cards and money orders for the Post Office Department.

#### PRINTING ALLOTMENTS BY BUDGET DIRECTOR

The allotment of funds by the Director of the Bureau of the Budget under the \$5,500,000 limitation for departmental use during the fiscal year beginning July 1, 1932, up to date amounts to \$5,278,720 as compared with charges of \$6,381,212.83 for printing and binding for the same allottees in the preceding fiscal year, a decrease of \$1,297,792.83, or 20 per cent. Included in the allotments is the sum of \$195,300 which the Joint Committee on Printing has allowed the field services, leaving \$5,083,420 for work to be done at the Government Printing Office.

The following table shows the detailed items of the allotments for 1933 and the corresponding charges for printing and binding done in the fiscal year 1932, together with the decreases or increases in each instance:

*Allotments for 1933 and charges for printing and binding, 1932*

Branch of Government	Charges, 1932	Allotment by Budget (maximum \$5,500,000)	Deduction for field printing	Net for Government Printing Office	Decrease from 1932 amount
Agriculture.....	\$926,382.18	\$665,000	\$4,100	\$660,900	\$265,482.18
Civil Service.....	45,087.84	25,000	-----	25,000	20,087.84
Commerce (except Patent Office).....	591,092.42	476,000	3,500	472,500	118,592.42
Interior.....	311,392.57	245,000	9,000	236,000	75,392.57
Justice.....	248,143.28	290,000	45,000	245,000	3,143.28
Labor.....	269,228.35	200,000	2,600	197,400	71,828.35
Navy.....	619,046.56	430,000	15,000	415,000	204,046.56
Post Office.....	778,858.90	800,000	35,000	765,000	13,858.90
State.....	202,228.27	200,000	35,000	165,000	37,228.27
Treasury.....	782,052.62	600,000	3,500	596,500	185,552.62
War.....	639,947.32	475,000	26,800	448,200	191,747.32
White House.....	2,569.75	2,000	-----	2,000	569.75
U. S. Geographic Board.....	433.58	1,000	-----	1,000	<sup>1</sup> 566.42
Public Buildings and Parks.....	4,122.19	3,000	-----	3,000	1,122.19
Supreme Court, U. S.....	2,036.59	21,000	15,000	6,000	<sup>1</sup> 3,963.41
Court of Claims.....	43,471.61	28,000	-----	28,000	15,471.61
U. S. Customs Court.....	71.63	2,000	-----	2,000	<sup>1</sup> 1,928.37
Customs and Patent Appeals.....	6,287.07	5,000	-----	5,000	1,287.07

<sup>1</sup> Increase.



Allotments for 1933 and charges for printing and binding, 1932—Continued

Branch of Government	Charges, 1932	Allotment by Budget (maximum \$5,500,000)	Deduction for field printing	Net for Government Printing Office	Decrease from 1932 amount
Interstate Commerce Commission.....	\$178,741.77	\$150,000	-----	\$150,000	\$28,741.77
Smithsonian Institution.....	81,821.69	60,000	-----	60,000	21,821.69
Bureau of the Budget.....	31,404.24	32,000	-----	32,000	<sup>1</sup> 595.76
General Accounting Office.....	61,454.44	60,000	-----	60,000	1,454.44
Federal Farm Board.....	5,631.77	2,750	-----	2,750	2,881.77
Federal Reserve Board.....	39,672.96	40,000	-----	40,000	<sup>1</sup> 327.04
Tariff Commission.....	17,074.39	15,000	\$300	14,700	2,374.39
District of Columbia.....	124,420.29	120,000	-----	120,000	4,420.29
Advisory Committee for Aeronautics.....	18,036.32	15,000	-----	15,000	3,036.32
Battle Monuments Commission.....	138.24	9,500	-----	9,500	<sup>1</sup> 9,361.76
Arlington Bridge Commission.....	62.64	70	-----	70	<sup>1</sup> 7.36
Board of Mediation.....	1,201.34	800	-----	800	401.34
Board of Tax Appeals.....	30,325.42	20,000	-----	20,000	10,325.42
Clark Sesquicentennial.....	61.18	100	-----	100	<sup>1</sup> 38.82
Bureau of Efficiency.....	291.63	250	-----	250	41.63
Compensation Commission.....	5,777.79	4,500	-----	4,500	1,277.79
Commission of Fine Arts.....	448.97	250	-----	250	198.97
Federal Power Commission.....	5,190.80	3,625	-----	3,625	1,565.80
Federal Radio Commission.....	13,918.88	14,000	-----	14,000	<sup>1</sup> 81.12
Federal Home Loan Bank.....	-----	18,000	-----	18,000	<sup>1</sup> 18,000.00
Federal Trade Commission.....	29,480.11	15,000	-----	15,000	14,480.11
Federal Oil Conservation Board.....	-----	500	-----	500	<sup>1</sup> 500.00
Panama Canal.....	17,237.20	13,850	-----	13,850	3,387.20
Personnel Classification Board.....	3,645.32	175	-----	175	3,470.32
U. S. Shipping Board.....	10,945.76	10,000	-----	10,000	945.76
U. S. Veterans' Administration.....	184,078.94	170,000	500	169,500	14,578.94
Board for Vocational Education.....	12,529.19	7,000	-----	7,000	5,529.19
Washington Bicentennial Commission.....	35,168.82	20,000	-----	20,000	15,168.82
Chicago World's Fair Centennial.....	-----	8,350	-----	8,350	<sup>1</sup> 8,350.00
Total.....	6,381,212.83	5,278,720	195,300	5,083,420	1,297,792.83

<sup>1</sup> Increase.

In addition to the foregoing allotments, other printing and binding expenditures not included in the \$8,000,000 lump sum and exclusive of the legislative branch will amount, on the basis of charges for five months, to approximately \$2,482,000, a decrease of about \$950,000 from the charges for the same purpose in the fiscal year 1932. These charges are as follows:

Printing exempt from \$8,000,000 limitation	Actual charges, 1932	Actual charges, 5 months, 1933	Estimated charges, 1933
Money Order.....	\$150,338.24	\$87,500.10	\$150,000
Postal Card.....	702,285.00	252,235.00	700,000
Patent Office.....	1,396,805.95	797,921.20	1,100,000
Reconstruction Finance Corporation.....	37,079.68	39,442.38	70,000
Sales copies (Superintendent of Documents).....	468,779.72	147,803.14	360,000
All other (19 activities).....	676,874.08	78,131.60	102,000
Total.....	3,432,162.67	1,404,346.86	2,482,000

It will be noted that while the Economy Act limits printing for the legislative branch of the Government to \$2,500,000, no provision is made for the allotment of this sum to Congress, the Library of Congress, the Government Printing Office, the Superintendent of Documents, and the Architect of the Capitol, all of which are part of the legislative branch.

#### PRINTING FUNDS FOR LEGISLATIVE BRANCH

Elsewhere in the Legislative Appropriation Act for 1933, which also contains the Economy provisions, Congress appropriated \$2,250,000 for printing and binding for itself, the Government Printing Office, and the Architect of the Capitol, and approximately \$395,000 for the Library of Congress and \$153,800 for the Superintendent of Documents. These items total \$2,798,800, which obviously could not be expended under a limitation of \$2,500,000 in all for the legislative branch.

Therefore, the Public Printer, with the approval of the Joint Committee on Printing, undertook to allot the \$2,500,000 allowance for the legislative branch as follows:

Legislative branch of Government	Printing charges, 1932	Allotment (maximum \$2,500,000)	Decrease, 1933, from 1932 charges	
			Amount	Per cent
Congress.....	\$3, 000, 000. 00	\$1, 951, 200	\$1, 048, 800. 00	35
Library of Congress.....	397, 773. 35	395, 000	2, 773. 35	-----
Superintendent of Documents.....	268, 543. 32	153, 800	114, 743. 32	43
Total.....	3, 666, 316. 67	2, 500, 000	1, 166, 316. 67	32

#### CONGRESSIONAL ALLOTMENT NOT SUFFICIENT

From the obligations already made against the allotment of \$1,951,200 for printing and binding for Congress, it is evident that the amount will not be sufficient to complete the fiscal year without additional funds. In the first five months of the fiscal year beginning July 1, 1932, the obligations against the congressional allotment, over which the Public Printer has no control, have amounted to \$1,190,000, leaving only \$761,200 available for congressional printing and binding during the remaining seven months, which, it is estimated, will cost approximately \$200,000 a month.

The charges for five months include \$199,784.53 for work done in the fiscal year 1932 in excess of the available funds for Congressional printing and binding, and \$990,215.47 for work completed since

July 1, 1932, during which time Congress was in session until July 16, and covers the following principal items:

Congressional Record, including bound for 72-1 (partial charge)---	\$377, 120. 51
Agriculture Yearbook, 1932 (partial charge)-----	116, 887. 78
Publications for folding rooms-----	60, 991. 38
Bills, resolutions, and amendments-----	133, 035. 07
Committee reports-----	23, 477. 07
Documents-----	50, 789. 16
Hearings-----	236, 752. 55
Miscellaneous items-----	190, 946. 48
Total-----	1, 190, 000. 00

The available balance will not be sufficient to carry on current printing for Congress until the end of the present session, March 4, 1933, unless some of the work already ordered is suspended. In any event there will not be enough funds to complete the bound Record and other publications of the present session during the remainder of the fiscal year; nor will there be any funds available before July 1, 1933, for printing for the next Congress.

Therefore, an additional appropriation of \$500,000 to \$1,000,000 will be necessary to carry on printing and binding for Congress during the remainder of the fiscal year ending June 30, 1933. Even with the maximum sum the cost of congressional printing in the present fiscal year would be less than the total charges of \$3,000,000 for the preceding year.

#### LIMITATION ON BLANK PAPER PURCHASES

The blank-paper restriction in the Economy Act reads as follows:

SEC. 303. During the fiscal year ending June 30, 1933, not more than \$400,000 shall be expended for paper furnished by the Government Printing Office for the use of the several executive departments and independent establishments and the government of the District of Columbia. The amount available hereunder for the executive departments and independent establishments and the government of the District of Columbia shall be distributed by the Director of the Bureau of the Budget among the several executive departments and independent establishments, and the government of the District of Columbia, as, in his judgment, the needs of the service may require. This section shall not apply to expenditures for paper used in the course of manufacture by the Bureau of Engraving and Printing.

Out of the total of \$400,000 available for blank paper to be furnished by the Government Printing Office during the fiscal year 1933, the Director of the Bureau of the Budget has allotted to date (Dec. 1, 1932) the sum of \$380,620 to various agencies of the Government which expended \$718,258.25, or 51 per cent more, for paper bought from the Government Printing Office in the fiscal year 1932.



## BLANK PAPER ALLOTMENTS BY THE BUDGET

The following table shows the blank paper allotments in 1932 in detail and the comparison with the expenditures in 1932:

Branch of Government	Charges, 1932	Allotment by budget (maximum \$400,000)	Decrease from 1932 charges
Agriculture.....	\$132,672.08	\$47,000	\$85,672.08
Civil Service.....	3,642.29	2,100	1,542.29
Commerce.....	92,291.59	61,000	31,291.59
Interior.....	47,391.39	28,000	19,391.39
Justice.....	82,439.16	18,000	64,439.16
Labor.....	14,165.15	2,500	11,665.15
Navy.....	58,291.42	50,000	8,291.42
Post Office.....	2,973.06	7,000	-----
State.....	124.05	19,000	-----
Treasury.....	98,345.71	38,000	60,345.71
War.....	45,836.86	20,000	25,836.86
White House.....	-----	500	-----
Public Buildings and Public Parks of the National Capital.....	3,471.13	1,500	1,971.13
Interstate Commerce Commission.....	14,157.09	12,000	2,157.09
Smithsonian Institution.....	2,002.90	1,880	122.90
General Accounting Office.....	4,025.43	3,800	225.43
Federal Farm Board.....	9,441.89	2,000	7,441.89
Tariff Commission.....	4,540.90	1,750	2,790.90
District of Columbia.....	20,803.44	23,000	-----
National Advisory Committee for Aeronautics.....	1,464.57	1,800	-----
Board of Mediation.....	139.10	150	-----
Board of Tax Appeals.....	2,417.08	1,000	1,417.08
Bureau of Efficiency.....	49.42	115	-----
Employees' Compensation Commission.....	455.66	500	-----
Federal Power Commission.....	2.85	250	-----
Federal Radio Commission.....	1,816.41	1,300	516.41
Federal Trade Commission.....	6,042.35	1,200	4,842.35
Panama Canal.....	33,436.41	1,500	31,936.41
Personnel Classification Board.....	148.99	25	123.99
U. S. Shipping Board.....	5,060.56	2,000	3,060.56
U. S. Veterans' Administration.....	29,344.05	30,000	-----
George Washington Bicentennial Commission.....	233.38	100	133.38
Federal Board for Vocational Education.....	1,031.88	500	531.88
American Battle Monument.....	-----	60	-----
Bureau of the Budget.....	-----	500	-----
Chicago World's Fair Centennial.....	-----	200	-----
Fine Arts Commission.....	-----	30	-----
Federal Home Loan Bank.....	-----	300	-----
Federal Oil Conservation Commission.....	-----	25	-----
George Rogers Clark Sesquicentennial.....	-----	5	-----
U. S. Geographic Board.....	-----	30	-----
Total.....	718,258.25	380,620	365,747.05

Blank paper is also furnished to several other activities not included in the list of executive departments and independent establishments of the Government, such as the Reconstruction Finance Corporation and the Pan American Union. Their expenditures for blank paper in 1932 was \$5,930.45.

Owing to the fact that the blank-paper section in the Economy Act affects only paper furnished by the Government Printing Office, the

\$400,000 limitation does not indicate the total amount that will be expended for blank paper during the fiscal year 1933. Several departments and establishments are buying blank paper from other sources and thus escaping the restrictions of the Economy Act as to paper furnished by the Government Printing Office. A report of such additional paper purchases during the fiscal year 1933 would be necessary to determine the actual reductions, if any, from a total of \$724,188.70 paid to the Government Printing Office for blank paper in 1932.

The Government Printing Office also received \$129,499.48 during the fiscal year 1932 in charges for miscellaneous printing and binding supplies, such as inks, glues, rollers, etc., furnished to the various departments and establishments of the Government. The charges for these supplies in the first five months of the fiscal year beginning June 1, 1932, amounted to only \$11,811.96, and the total for the year is estimated at about \$50,000.

PRINTING FUNDS REDUCED 24 PER CENT

Based on actual charges of \$4,778,971.86 for the first five months, the grand total of the estimated charges for printing, binding, paper, and supplies to be furnished by the Government Printing Office during the fiscal year ending June 30, 1933, is \$10,858,000. This is a reduction of \$3,475,380.35, or 24 per cent, from the actual charges of \$14,333,380.35 for the same purposes in 1932, as shown by the following table of comparative charges:

Sources of Government Printing Office funds	Actual charges, 1932	Actual charges, 5 months, 1933	Estimated charges, 12 months, 1933
Departmental printing—Budget allotments.....	\$6,381,212.83	\$1,734,336.86	\$5,100,000.00
Legislative printing.....	3,666,316.67	1,530,478.41	2,500,000.00
Indefinite printing—estimated.....	3,432,162.67	1,404,346.86	2,482,000.00
Blank paper—Budget allotments.....	718,258.25	86,594.53	335,000.00
Other blank paper—estimated.....	5,930.45	11,403.24	23,000.00
Miscellaneous supplies.....	129,499.48	11,811.96	50,000.00
Orders placed in 1932 and paid in 1933, less orders placed in 1933 to be paid in 1934.....			368,000.00
Grand total.....	14,333,380.35	4,778,971.86	10,858,000.00

EXPENDITURES CUT 20 PER CENT IN 5 MONTHS

In view of the reduction of approximately \$3,475,000 in funds available for the operation of the Government Printing Office, not including the office of the Superintendent of Documents, during the fiscal year beginning July 1, 1932, the Public Printer set up a detailed budget for the control of the year's expenditures.

As a result of this budget, the expenditures for the first five months, July 1 to December 1, 1932, were reduced \$1,249,075.42, or 20 per cent, the total for that period being \$4,836,184.74, as against \$6,085,260.16 for the first five months of the preceding fiscal year.

For the first five months of the fiscal year beginning July 1, 1932, the reduction in purchases was \$979,900.08, or 58 per cent; and in compensation of employees, \$269,175.34, or 6 per cent.

Purchases of paper, materials, and supplies for the five months since July 1, 1932, amounted to \$607,267, as compared with \$3,220,170 spent for that purpose in the fiscal year ended June 30, 1932. Expenditures for repairs and alterations by contract totaled \$4,379 for the five months and for the preceding fiscal year, \$161,700. Machinery and equipment purchased during the same five months cost \$22,511 in contrast with an expenditure of \$411,740 in the preceding year. Contracts for lithographing maps, etc., during the five months amounted to \$27,090 and for the preceding year, \$128,570.

Purchases in the fiscal year 1932 averaged \$342,000 a month, which the Public Printer's budget for the fiscal year 1933 reduced to \$253,000. An even greater economy in purchases has reduced the monthly average during the first five months of the fiscal year 1933 to \$143,000. It is doubtful, however, if the lower average can be maintained for the entire year, owing to the necessity of replenishing a number of active paper stocks.

Other reductions in expenditures for the fiscal year ending July 1, 1933, which will help balance the decrease of approximately \$3,475,000 in receipts, include the following savings under the Economy Act: Suspension of annual leave with pay, \$945,000; employees' voluntary leave without pay, \$300,000; decreased number of employees due to retirements, \$360,000; lower rate for night work, \$128,000; curtailment of overtime, Sunday, and holiday work at higher rate of pay, \$25,000.

#### ECONOMY PROVISIONS AFFECTING THIS OFFICE

In addition to the limitations on expenditures for printing, binding, and blank paper, there are numerous other provisions in the Economy Act for the fiscal year 1933 that vitally affect the Government Printing Office and its employees, as follows:

1. The limitation of work to five days in any one week and reduction of compensation therefor in excess of \$1,000 per annum to ten-elevenths of amount payable for five and one-half days' work. (Sec. 101a.)

Five-day work week put into effect in the Government Printing Office beginning with Saturday, July 2, 1932, applies to all officers and employees except 63, noted under paragraphs 2 and 3.

See detailed statement beginning on page 62 of this Report.

2. In lieu of 5-day week, employees to be furloughed without compensation for one calendar month, but not for more than five days in any one month except with consent of employees, and no reduction in annual rate of pay below \$1,000. (Sec. 101b and c.)



This provision has been applied to five minor employees of Government Printing Office on account of nature of their work, which could not be adjusted to a 5-day week.

3. Reduction of  $8\frac{1}{3}$  per cent in pay of officers and employees whose duties and periods of work make it impracticable to apply the 5-day week or month's furlough. (Sec. 105d-6.)

This provision has been applied to 5 Congressional Record indexers under the direction of the Joint Committee on Printing and 53 guards.

4. Rate of compensation of furloughed employees not to be reduced by action of any wage board during the fiscal year 1933. (Sec. 101b.)

Wages of employees of the Government Printing Office are fixed by the Public Printer under authority of the Kiess Act of June 7, 1924, requiring negotiation with a committee representing the trades affected and approval by the Joint Committee on Printing to which either party has right of appeal for final decision.

5. All appropriations unexpended by reason of 5-day week or furlough reduction of compensation of employees to be impounded and returned to the Treasury. (Sec. 110.)

Impounded and returned to Treasury, July 1 to December 1, 1932, totaled \$373,611.54. Estimated total for year, \$897,000.

6. Additional furlough without pay, as may be necessary, to keep within appropriations without discharging employees, higher-salaried employees to be furloughed first when possible, without injury to the service. (Sec. 216.)

No administrative furlough of Government Printing Office employees up to date.

7. Deduction in pay for retirement benefits to be based on former rate of compensation and not on temporary reduction. (Sec. 205.)

Retirement deductions, July 1 to December 1, 1932, totaled \$145,895.10; for fiscal year ended June 30, 1932, \$355,108.12.

8. Suspension of all provisions of law conferring automatic increases in compensation by reason of length of service or promotion of any officer or employee of the Government. (Sec. 201.)

Comptroller General, in decision to Public Printer, July 7, 1932, held that sections 201 and 202 apply to all Federal personnel, including employees of the Government Printing Office whose rates of compensation are fixed under the act of June 7, 1924 (43 Stat. 658).

Same decision also prohibited increases of pay for emergency, probationary, and reinstated employees, and for apprentices and others in training, whether based on efficiency, added experience, or length of service.

9. No administrative promotions shall be made, but a vacancy may be filled, when authorized by the President, by appointment from a lower grade; no such appointment shall increase compensation of employee in excess of minimum grade to which he is appointed. (Sec. 202.)

Comptroller General in decision to Public Printer, July 7, 1932, held that up-and-down ratings for temporary changes of employment and periodical readjustment of typesetting machine operators' compensation based on work performed do not constitute administrative promotion or demotion within the application of this section, provided the basic rates or amount of work to be performed are not increased or decreased.

The President authorized Public Printer to appoint 43 apprentices to fill vacancies in their trades on completion of training.

See note under paragraph 8.

10. No appropriation available during the fiscal year 1933 to any executive department or independent establishment of the Government shall be used to fill any vacancy existing on July 1, 1932, or after such date, except for absolutely essential positions authorized or approved in writing by the President; and appropriations so unexpended shall be impounded unless waived in writing by the President. (Sec. 203.)

Comptroller General in decision to Public Printer, August 9, 1932, held that this section does not apply to Government Printing Office inasmuch as it is under the legislative branch of the Government.

See further statement beginning on page 75 of this Report.

11. Suspension of higher rates of compensation for overtime work (either day or night) and for work on Sundays and holidays during the fiscal year ending June 30, 1933. (Sec. 211a.)

Government Printing Office rates for overtime and Sunday work, 50 per cent extra; for holiday work, 150 per cent in addition to holiday pay granted by law. Total payments by fiscal years as follows: 1929, \$156,319.55; 1930, \$566,581.08; 1931, \$69,993.09; 1932, \$25,619.19.

Reduction of overtime work in last two years due to spreading work by employment of more persons at regular hours.

Decision of Comptroller General to Public Printer, July 12, 1932 (A43055), held that per diem employees of Government Printing Office working on a legal holiday are entitled to their regular rate of compensation (not "price and one-half") in addition to holiday pay granted by the Act of January 12, 1895. (28 Stat. 607).

12. When the rate for night work (other than overtime) is higher than for day work, the differential shall be reduced by one-half during the fiscal year ending June 30, 1933. (Sec. 211a.)

Government Printing Office night rate of 15 per cent more than day rate was reduced to 7½ per cent by this provision. Decrease, July 1 to December 1, 1932, was \$48,432.59; estimated decrease for year, \$128,000.

13. Overtime, Sunday, and holiday work shall, in so far as practicable, be performed by substitutes or unemployed regulars in lieu of persons who have worked the same day or week during the fiscal year ending June 30, 1933. (Sec. 211a.)

This provision is impossible of practical application as no substitutes are available under civil service law and regulations, and there are no unemployed regulars on the rolls of the Government Printing Office.

Extra hours worked from July 1 to December 1, 1932, totaled 1,976. Total extra hours of work in fiscal year 1932 was 20,941; in 1931, 57,629, and in 1930, 478,577.

14. Compulsory retirement on reaching age for automatic separation from service (65 years for skilled and 70 years for clerical work), except by Executive order of the President in the public interest. (Sec. 204.)

Permanent legislation.

Total retirements July 1 to December 1, 1932, were 45.

In reduction of force on June 29, 1932, there were 105 employees who would also have been retired under this provision.

Three exceptions have been granted by the President on recommendation of the Public Printer.

15. Married person living with husband or wife in the service of the United States shall be dismissed before any other person employed in the class to be reduced in any reduction of personnel. (Sec. 213.)

Sixteen included in reduction of force on June 29, 1932. Husband and wife permitted to determine which one would give up position.

16. Preference in appointment shall be given to other than married persons living with husband or wife in the service of the United States. (Sec. 213.)

No appointments involving preference under this section.

17. All rights authorized by law to any officer or employee to receive annual leave of absence with pay are suspended during the fiscal year ending June 30, 1933. (Sec. 103.)

Comptroller General in decision to Public Printer, July 8, 1932, held provision applies to all leave earned and unused prior to June 30, 1932, but does not include sick, quarantine, and military



leave. Law does not grant sick or quarantine leave with pay to Government Printing Office employees.

See decision beginning on page 71 of this Report.

Comptroller General in decision to Secretary of State, July 16, 1932, also held the inhibition in section 103 is against the receiving, not the earning, of leave during the fiscal year 1933.

Annual leave earned in fiscal year 1932 at rate of  $2\frac{1}{2}$  days per month, and unused, amounts to \$945,411.13.

Military leave, granted by law, in 1932 cost \$17,319.97.

18. Hereafter no annual leave of absence with pay shall be granted in excess of 15 days in any one year, excluding Sundays and legal holidays, provided that the part unused in any year may be cumulative for any succeeding year. (Sec. 215.)

Permanent legislation reducing annual leave from 30 to 15 days.

Leave earned by employees during fiscal year beginning July 1, 1932, on the 15-day basis will add approximately \$450,000 to the expenses of the fiscal year beginning July 1, 1933, if granted in that period.

19. The Economy Act shall not be construed as affecting the period during which pay may be allowed under existing laws for so-called sick leave of absence, provided that sick leave within the limits now authorized by law shall be administered under regulations prescribed by the President for the various executive departments and independent establishments of the Government. (Sec. 215.)

No sick leave of absence is authorized by law for employees of the Government Printing Office.

#### ADOPTION OF 5-DAY WORK WEEK

The Government Printing Office was the first and largest Government establishment to adopt the 5-day week authorized by the Economy Act. It was put into effect by the Public Printer on Saturday, July 2, 1932. Until the reconvening of Congress on December 5, the work week was shortened by closing the entire office on Saturdays, but with Congress in session it is necessary to rotate the time off for night employees so that a sufficient force will be on duty every night except Sunday. The sixth day is rotated alphabetically for the employees in each work group. A similar arrangement has been made for the small day force of Saturday workers required when Congress is in session.

The Economy Act grants the option of adopting the 5-day work week with a reduction of one-eleventh of the existing rates of pay, or of furloughing every employee for 30 days without compensation, or

of reducing  $8\frac{1}{3}$  per cent the pay of those whose duties make it impracticable to apply the 5-day week or furlough provisions. Believing that the shorter week would be of more benefit both to the employees and the Government, the Public Printer decided to put into effect the 5-day week which had been earnestly recommended in his Annual Report for 1931.

#### RECOMMENDS CONTINUANCE OF 5-DAY WEEK

In view of the satisfactory and successful operation of the 5-day work week, the Public Printer again recommends and urges that Congress authorize its continuance in the Government Printing Office, and that, if the 5-day work week does not provide a sufficient spread of employment, the daily hours of labor be reduced to accomplish that purpose.

In this connection, it is gratifying to report that the 5-day work week has been heartily indorsed by the Chamber of Commerce of the United States, the American Federation of Labor, the various printing-trade unions, the national organizations of the printing trades, and a number of the largest employers of labor, including the American Telephone & Telegraph Co.

A survey of trade opinions of the public in *The American Printer*, November, 1932, also reports that "the large majority of important printing executives accept the idea of the 5-day week and believe that its general adoption by the printing industry is not far off."

#### SHORTER WORK WEEK HELPS PRODUCTION

Concerning the benefit to the Government of the 5-day work week, as compared with the  $5\frac{1}{2}$  or 6 day week, the Superintendent of Accounts reports:

The production records since the 5-day week was put into effect, July 2, 1932, show that in four months the production of ems per day per employee on actual composition increased approximately 5 per cent; that proofroom output of galleys increased about 4 per cent per employee; that output of platemaking divisions increased about 10 per cent per employee; that the ordinary run of press-work increased about 10 per cent per employee; and that in binding division the machine gathering of signatures increased about 7 per cent per employee.

Prior to this year the 4-hour work period on Saturday was low in production, while now the 5-full-day week is giving more per eight hours of work than did the former  $5\frac{1}{2}$ -day week give per eight hours of work. It is difficult to prove this exactly, but our best reading of the records generally seems to show a better output when work period is composed entirely of full days.

Numerous resolutions, statements, and letters have been received by the Public Printer commending his assistance in securing legislation establishing the  $5\frac{1}{2}$ -day work week for the Government service in 1931 and the 5-day work week in 1932, and approving his other

activities for the welfare of employees and the advancement of the Government Printing Office to leadership in the printing industry. Among these expressions of approval of the Government Printing Office and its management are the following:

#### WAR VETERANS COMMEND PUBLIC PRINTER

Resolution of the Unit No. 1, United Veterans of American Wars, signed by Commander Austin J. Matthews and Adjutant J. E. Stough on behalf of its 400 members:

Whereas the Hon. George H. Carter, Public Printer of the United States of America, has ever at heart the welfare and advancement of all the employees of the Government Printing Office; and

Whereas he earnestly recommends in his Annual Report of 1931 the adoption of a 5-day work week for the Government Printing Office: Therefore be it

*Resolved* That the sincere thanks of the members of Government Printing Office Unit No. 1, United Veterans of American Wars, are hereby extended to the Hon. George H. Carter, Public Printer, for his humane recommendations, and be it further

*Resolved*, That this testimonial be presented to the Hon. George H. Carter in recognition of his humanitarian efforts for the welfare and benefit of all employees of the Government Printing Office, and for his sincere friendship to the ex-service men.

#### RESOLUTIONS OF THE I. T. U. CONVENTION

Letter from the secretary-treasurer of the International Typographical Union, Mr. Woodruff Randolph:

The 1932 convention of the International Typographical Union unanimously adopted the following resolution:

Whereas our fellow member, the Hon. George H. Carter, the Public Printer of these United States, has always shown a keen interest in the welfare of organized labor; and

Whereas he has long been an advocate of the 5-day week and one of the first to institute it; and

Whereas during his tenure as public printer he has greatly improved the working conditions in the G. P. O.; and

Whereas he has honored our convention with his presence: Therefore be it

*Resolved*, That the appreciation of this convention be given to Mr. Carter.

I take pleasure in transmitting this action of the International Typographical Union to you.

Remarks of the president of the International Typographical Union, Mr. Charles P. Howard, in presenting the Public Printer to its 1932 convention:

I am sure the delegates are gratified to know that the present Public Printer is not only a member of the International Typographical Union, but you will also be glad to know that, in my opinion, he has accomplished more in the way



of making good conditions in the Government Printing Office than was accomplished by any of his predecessors.

#### STATEMENT OF LOCAL UNION PRESIDENT

Statement by the president of Columbia Typographical Union, No. 101, Washington, D. C., Mr. Clyde M. Mills, in the September issue of the Typographical Journal:

The 5-day week is now in operation in the Government Printing Office in direct contradiction of some leaders in the printing industry that such a move is not practicable in a print shop. And it is interesting to note that for the 5-day week employees are receiving a higher rate of pay per hour than that received for a 6-day week. However, it should be explained that this came about when the 44-hour week was put into effect without loss of pay. This additional pay has been carried into the computation of the hourly rate for five days.

The Public Printer is a consistent advocate of the 5-day week and the fact that the office operated successfully six days with a 5½-day week and then with the 5-day week should be conclusive proof that a shorter work week is adaptable to the printing industry and that any unsuccessful operation is due primarily to the unwillingness or inability of the management to make it successful.

The facts are that the Government Printing Office is at this time one of the most efficiently conducted printing plants to be found.

#### Editorial in the June issue of the Typographical Journal:

Mr. Carter's management of the largest printing establishment in the world has proved his entire capability. His regard for the welfare of employees attests his humanitarianism and has in no way interfered with the proper operation of the plant. To the contrary, Mr. Carter's approval of many activities inaugurated for the welfare of employees has attracted a better class of employees and made the operation of the plant more efficient.

#### CONGRATULATIONS BY PRESSMEN'S UNION

Resolutions of Washington Printing Pressmen's Union No. 1, signed by Mr. Raymond J. Roche, president; Mr. William H. Hagner, vice president; and Mr. Carl Van White, secretary:

Whereas an adjustment of the present economic situation is earnestly desired; and

Whereas there exists a considerable group of employers who insist that a reduction in wages and number of employees is demanded under existing conditions, notwithstanding such reductions would decrease the spending capacity of the employed, and increase the number of persons unemployed, thus assuredly adding to the seriousness of the situation; and

Whereas Hon. George H. Carter, the Public Printer, has taken, as he believes, the logical stand that salaries and wages should not be reduced, and that the greatest possible number of persons should at all times be given employment: Therefore be it

*Resolved*, That the members of Washington Printing Pressmen's Union, through the regular constituted authority (the membership thereof including a large group of pressmen employed in the Government Printing Office), note with deep satisfaction the statement of Hon. George H. Carter, the Public Printer,

that he is opposed to the reduction of wages of employees in the Government Printing Office, and that he approves of keeping at work the largest number of employees consistent with good management, the members of the Union thus sincerely commending him for this declared intention; and be it further

*Resolved*, That the members of Washington Printing Pressmen's Union heartily congratulate Hon. George H. Carter, the Public Printer, upon the high standard of efficiency developed in the Government Printing Office under his superior management, by which the work of the office has been removed from the realm of reproach and apology to the relationship of world-wide authority upon all matters pertaining to the printing and allied trades, and furthermore, the members of the Union assure him of full cooperation in his plans for further development.

#### MAJOR BERRY ALSO EXPRESSES APPROVAL

Letter from the President of the International Printing Pressmen and Assistants' Union of North America, Maj. George L. Berry, in reference to the foregoing resolutions:

Please do not think for one minute that we are unmindful of your magnificent and statesmanlike attitude as it has to do with your recommendations for the adjustment of a work week without wage reductions, etc., which was carried in your splendid report.

President Raymond J. Roche and Secretary Carl Van White advised me of the action taken by Washington Printing Pressmen's Union No. 1 in the expression of their gratitude and approval. All of this indicates our gratitude to you, and I now wish to associate myself with No. 1 in its declarations.

Editorial comment in the March issue of the *American Pressman*:

The shorter work week is a modern necessity and it is fitting that the Government Printing Office should be one of the first to bring it about, and it is to the credit of our Public Printer that he should recognize this fact.

Mr. Carter's report is interesting from any angle. It gives a résumé of the work of this great Government business institution and states the views of the Public Printer on several vital questions, such as the foolish proposal to permit the setting of wages of Government skilled workmen by the Classification Board which, incidentally, has little practical knowledge of industrial wage problems.

#### THANKS OF ALLIED PRINTING TRADES HEAD

Letter from the president of the International Allied Printing Trades Association, Mr. John B. Haggerty:

Permit me, as chairman of the board of governors of the International Allied Printing Trades Association, to express to you, on behalf of my colleagues and myself, appreciation of the stand you have taken. It is unquestionably true that, if the Government were to reduce wages of the printing-trades workers in its employ, it would thereby set up a precedent which would be quickly grasped by employing printers everywhere.

I also note with interest that you are in full accord with the action taken by the American Federation of Labor at its Vancouver convention, opposing the proposal to include skilled-trades workers (which would include workers in the

Government Printing Office) in new legislation for final determination of their wages by a Personnel Classification Board.

Letter from the secretary of the Journeymen Bookbinders Union of the District of Columbia, Mr. John J. Renals:

By unanimous vote I am directed to convey to you our most sincere thanks for the kind expression of good will toward our retiring and other members, and to further express to you our sincere appreciation for your unceasing and untiring efforts in our behalf and all employees of the Government Printing Office.

That you may long be spared to us is the sincere wish of Local Union No. 4, International Brotherhood of Bookbinders.

#### COMMENDATION FROM THE MACHINISTS UNION

Letter from the secretary of Columbia Lodge No. 174, International Association of Machinists of the District of Columbia, Mr. Walter V. Hurley:

At the last regular meeting of Columbia Lodge No. 174, International Association of Machinists, I was instructed to convey to you the commendation of this lodge, which includes 40 members employed in the Government Printing Office; also members who are employed in various other Government departments in Washington, regarding articles published in Washington newspapers, January 22, 1932, quoting your views on "No salary reductions," "Reclassification," and "Five-day week with no pay reduction," which will so vitally affect us as Government employees.

On two separate occasions through your gracious permission to use Harding Hall we had the opportunity to observe the cooperative spirit of the employees of the Government Printing Office. This can be readily understood when the head of such a gigantic establishment as the Government Printing Office should interest himself sufficiently in the welfare of employees to recommend such legislation that will not only save their jobs and give them a living wage but will also give them more time for recreation.

If the head of every Government department were as big in principle as you are, which was shown when you recommended to Congress the adoption of the provision that all contracts to furnish material to the Government Printing Office shall become void if the contractor should cut wages after being awarded the contract, then the Government could easily be looked upon as a model employer by the rest of workmen in the United States.

The members of Columbia Lodge hope that your retention as Public Printer will be indefinite.

#### QUESTIONS SUBMITTED TO COMPTROLLER GENERAL

Before undertaking to apply the 5-day work week and the furlough provisions of the Economy Act, the Public Printer submitted to the Comptroller General on June 27, 1932, a list of 12 questions in addition to numerous other requests for decisions necessary to clarify the complicated provisions of the new law. The Comptroller General's decisions in every instance were prompt, clear, and most helpful in carrying out the purposes of the Economy Act.



## DECISION ON 5-DAY WEEK AND FURLOUGHS

The decision of July 8, 1932 (A-43126), in reference to the 5-day week and furlough provisions, was one of the first interpretations of the Economy Act and of special importance to the Government Printing Office. Therefore, this decision of the Comptroller General is quoted in full as follows:

SIR: Consideration has been given to your letter of June 27, 1932, wherein you request decision of 12 questions arising in the application of section 101 of the Act of June 30, 1932, Public, No. 212, providing as follows:

"SECTION 101. During the fiscal year ending June 30, 1933—

"(a) The days of work of a per diem officer or employee receiving compensation at a rate which is equivalent to more than \$1,000 per annum shall not exceed five in any one week, and the compensation for five days shall be ten-elevenths of that payable for a week's work of five and one-half days: *Provided*, That nothing herein contained shall be construed as modifying the method of fixing the daily rate of compensation of per diem officers or employees as now authorized by law: *Provided further*, That where the nature of the duties of a per diem officer or employee render it advisable, the provisions of subsection (b) may be applied in lieu of the provisions of this subsection.

"(b) Each officer or employee receiving compensation on an annual basis at the rate of more than \$1,000 per annum shall be furloughed without compensation for one calendar month, or for such periods as shall in the aggregate be equivalent to one calendar month, for which latter purpose twenty-four working days (counting Saturday as one-half day) shall be considered as the equivalent of one calendar month: *Provided*, That where the nature of the duties of any such officer or employee render it advisable, the provisions of subsection (a) may be applied in lieu of the provisions of this subsection: *Provided further*, That no officer or employee shall, without his consent, be furloughed under this subsection for more than five days in any one calendar month: *Provided further*, That the rate of compensation of any employee furloughed under the provisions of this Act shall not be reduced by reason of the action of any wage board during the fiscal year 1933.

"(c) If the application of the provisions of subsections (a) and (b) to any officer or employee would reduce his rate of compensation to less than \$1,000 per annum, such provisions shall be applied to him only to the extent necessary to reduce his rate of compensation to \$1,000 per annum."

## ANSWERS TO PUBLIC PRINTER'S QUESTIONS

The questions will be stated and answered in the order appearing in your letter.

"1. How shall the provision of subsection (b) be applied to a per diem officer and employee if it is deemed advisable to furlough any or all of them for one calendar month or for such periods as shall in the aggregate equal 24 working days (counting Saturday as a half day) in lieu of a 5-day work week as provided for in subsection (a)?"

The second proviso to subsection (a) of section 101 authorizes applying the provisions of subsection (b) in lieu of subsection (a) to any per diem officer or employee where the nature of the duties render such action advisable. The time when the furlough may be taken under subsection (b) is primarily within administrative discretion to meet the needs of the service, except that no officer or employee may be furloughed for more than five days in any one calendar month without his consent. General regulations relating to the accounting and pay-roll notations will be issued by this office in the near future.

"2. What will be the basis for the per hour and per day rate of pay of a per diem officer and employee under subsections (a), (b), and (c)?"

Under subsection (a) the per diem rate of compensation of a per diem employee will be one-fifth of ten-elevenths of the former regular weekly (5½ days or 44 hours) rate of compensation of employees, and the per hour rate will be one-eighth (8-hour work day) of such per diem rate. Under subsection (b) the per diem rate of a per diem employee does not change but would be the regular rate, and the per hour rate would be one-eighth thereof—and these respective rates would be applicable for the period on furlough without pay. Subsection (c) provides that employees receiving compensation of \$1,000 per annum or less are not subject to the restrictions of the act as to the 5-day week or the furlough. The computation of the per annum equivalent of per diem compensation in determining whether an employee is within the \$1,000 exemption should be as prescribed in subsection (c) of section 104, as follows:

"In the case of any office, position, or employment, the compensation for which is calculated on a piecework, hourly, or per diem basis, the rate of compensation per annum shall be held to be the total amount which would be payable for the regular working hours and on the basis of 307 working days, or the number of working days on the basis of which such compensation is calculated, whichever is the greater."

Since per diem employees under the Government Printing Office are paid for holidays, pursuant to the act of January 12, 1895 (28 Stat. 607), their rate of compensation is based on 313 (365 days minus 52 Sundays) days per annum. On this basis a per diem employee whose per diem rate is \$3.19 or less is excluded from the restrictions of the 5-day week or compulsory furlough and percentage reductions in compensation.

#### SAME PER HOUR RATE FOR ANY PART OF WEEK

"3. Under subsection (a), can the new rate for five days of ten-elevenths of the present pay for a week's work of five and one-half days be considered as fixing the per hour and per day rate without regard as to whether the employee works the full five days or any portion thereof each week?"

Yes.

"4. How shall the provision of subsection (a) be applied to per annum officer and employee if it is deemed advisable to fix their days of work at not to exceed 5 days in any one week in lieu of a furlough for one calendar month or such periods as shall in the aggregate equal 24 working days (counting Saturday as a half day), as provided for in subsection (b)?"

There would be involved simply the establishing of the 5-day week for per annum officers and employees, and their per annum compensation would then be at ten-elevenths of their former regular per annum rate, and for each day's absence without pay (other than the one-half day furlough each week) there should be deducted 1/360 of the per annum compensation as thus computed in accordance with the rules and regulations applicable to deductions for leave without pay.

#### PAY BASIS PER DAY, PER WEEK, AND PER MONTH

"5. What will be the basis of pay per day, per week, and per month of a per annum employee under subsection (a)?"

The per annum rate on a 5-day week basis, or ten-elevenths of the employee's regular per annum rate, should be divided by 12 to determine the monthly rate, and the monthly rate divided by 30 to determine the per diem rate. There appears no authority nor necessity to compute the per annum compensation on a weekly basis.



## NO REDUCTION BELOW \$1,000 PER ANNUM

"6. If the application of the provisions of subsections (a) or (b) reduced the rate of compensation of an employee to less than \$1,000 per annum (or whatever exemption is finally fixed upon by Congress), what would be the basis for the per diem, per week, and per annum rates of such employee as determined under each subsection?"

If the application of the 5-day week or furlough would reduce an employee's compensation, which is now more than \$1,000 per annum, to \$1,000 or less, the basis for computing the per diem, per week, and per annum rate would be \$1,000 per annum. That is to say, the salary rate of all such employees to whom the 5-day week is applied under subsection (a) would be \$1,000 per annum, or its per diem equivalent. If the furlough plan is applied under subsection (c), it is necessary to furlough such employees only a sufficient number of days to reduce the salary rate to \$1,000 per annum or its per diem equivalent. Such employees are, of course, not entitled to any annual leave of absence with pay during the fiscal year 1933.

"7. What is the application, if any, of subsections (a), (b), and (c) to employees whose present per diem or per annum rate of pay is less than \$1,000 a year? Would they be entitled to their present rate of pay per annum up to \$1,000 under either section? If so, what would be their per hour and per diem rate under subsection (a)?"

If the 5-day week is adopted, those employees receiving \$1,000 per annum, or less, or the per diem equivalent thereof, must receive their full rate of compensation notwithstanding the change from 5½ to 5 working days per week. That is to say, they will be entitled to the same pay for working 5 days a week that they previously had received for working 5½ days a week. No furloughs may be applied to employees whose rate of compensation is \$1,000 per annum or less, or its per diem equivalent. However, these employees are not entitled to annual leave of absence with pay during the fiscal year 1933.

## APPLICATION OF SATURDAY HALF-HOLIDAY LAW

"8. What is the application, if any, of the Saturday half-holiday law to section 101? For instance, if an employee is required to work 8 hours on a Saturday, could his compensatory time of 4 hours on another day be combined with his half-day furlough on the same day so as to reduce his working time the following week to 4 full days?"

The 5-day week is generally considered to be from Monday to Friday, inclusive. However, the provisions of section 101 (a) of the act of June 30, 1932, together with the provisions of the act of March 3, 1931 (46 Stat. 1482), establishing the Saturday half day, and providing for compensatory time for employees required to work on Saturday afternoon, would permit an administrative office, where, for special public reasons, the services of employees can not be spared on Saturday, to adopt a 5-day week by requiring work on any five days of the week for individual employees or groups of employees. But the working time can not, by any operation of the Saturday half-day law, be regularly reduced to four days a week as suggested.

"9. If an employee is required to work four hours on a Saturday, what will be his rate of pay for that day under subsection (a)?"

The same rate as for four hours on any other day under the 5-day week plan.

"10. Will the ten-elevenths rate apply to any or all working time in excess of five days each week, including overtime, Sunday, and holiday work, as provided for in section 211 (a) (1)?"

Section 211 (a) (1) provides: "(a) During the fiscal year ending June 30, 1933—(1) no officer or employee of the Government shall be allowed or paid a



higher rate of compensation for overtime work (either day or night) or for work on Sundays and holidays;”

This question is answered in the affirmative.

“ONE WEEK” IS SEVEN CONSECUTIVE DAYS

“11. Does the provision in subsection (a) that ‘the days of work \* \* \* shall not exceed five in any one week’ mean literally a calendar week or may it be interpreted to apply to any period of five consecutive working days exclusive of nonworking Saturdays, Sundays, and holidays?”

In the application of this provision “one week” may be considered as meaning any period of seven consecutive days.

“12. In computing pay based on hourly rates, may fractions of less than one-half cent be dropped and fractions of one-half cent or more be taken as a cent? For instance, in the basic rate of 65 cents plus the proposed  $7\frac{1}{2}$  per cent for night rate, equaling 69.875, can it be made 70 cents?”

This question is answered in the negative.

The answers to the questions presented have been stated in general terms without attempting to apply the rules to specific cases. Any difficulty experienced in applying the rules to specific rates or classes of employees will be given further consideration, if and when presented.

SUSPENSION OF ANNUAL LEAVE

Another decision by the Comptroller General on July 8, 1932 (A-43056), of questions which the Public Printer submitted in regard to the Economy Act held that the suspension of annual leave of absence with pay during the fiscal year 1933 applies also to annual leave accrued or earned and unused prior to July 1, 1932, irrespective of whether the leave rights heretofore have been granted absolutely or allowed within administrative discretion, but does not include sick, quarantine, and military leave.

The decision of the Comptroller General in reply to the Public Printer’s questions regarding the suspension of annual leave of absence, is as follows:

Consideration has been given to your letter of June 23, 1932, as follows:

“Employees in the Government Printing Office are not allowed leave of absence with pay during the fiscal year in which appointed. They earn leave during that year and it is granted to them in the succeeding year. Therefore, on July 1 of each year all employees have to their credit a definite amount of leave earned up to that time. This so-called ‘earned’ leave has always been treated as a definite asset which by law is payable to the employee on his separation from the service or to his estate on his death. In this regard the leave to which employees of the Government Printing Office have been entitled by law is entirely different from the leave allowed employees in the departmental service where leave with pay is not regarded as an ‘earned’ right, but is privilege granted in the discretion of head of the department and is coincident with the year of employment, but not allowable in cash to the employee or his estate.

“Authority for leave of absence with pay in the Government Printing Office is as follows:

“‘Leaves of absence.—The employees of the Government Printing Office, whether employed by the piece or otherwise, shall be allowed leave of absence with pay to the extent of not exceeding thirty days in any one fiscal year under

such regulations and at such times as the Public Printer may designate at the rate of pay received by them during the time in which said leave was earned; but such leave of absence shall not be allowed to accumulate from year to year. Such employees as are engaged on piecework shall receive the same rate of pay for the said thirty days' leave as will be paid to day hands.

"It shall be lawful to allow pay for pro rata leave to those serving fractional parts of a year; also to allow pay for pro rata leave of absence to employees of the Government Printing Office in any fiscal year, notwithstanding the fact that thirty days' leave of absence, with pay, may have been granted to such employees in that fiscal year on account of service rendered in a previous fiscal year.

"The Public Printer is authorized to pay to the legal representatives of any employees who may die, and may have any accrued leave of absence due them as such employees, said claims to be paid out of any appropriations for leaves of absence." (U. S. C., title 44, sec. 45.)

#### QUESTIONS SUBMITTED TO COMPTROLLER GENERAL

"In view of the provisions of sections 103 and 215 of Part II of the Legislative Appropriation Act for fiscal year 1933, when and if it becomes a law, the following questions arise:

"1. Are employees entitled to take in the fiscal year 1933 the leave earned by them in the fiscal year 1932, in view of such leave having been earned by them before the act was passed suspending the granting of leave in the fiscal year 1933?

"2. If leave earned but not taken in the fiscal year 1932 may be granted in the fiscal year 1933, is it allowable at 30 days according to the law under which it was earned (*supra*) or at 15 days as provided for in section 215 of the Legislative Appropriation Act for 1933?

"3. If the leave earned in the fiscal year 1932 can not be granted in the fiscal year 1933, is it to be regarded as a 'suspended' right under section 103 for which the Government will have to make proper provision in some subsequent fiscal year, and if so, shall such leave be credited to employees or their estates at the rate of 30 or 15 days?

"4. Will it be permitted to pay to employees resigning or separated from the service for any cause, in the fiscal year 1933, 15 (or 30) days of the leave earned in fiscal year 1932 and the pro rata leave earned in fiscal year 1933 at rate of 15 days annually?

"5. Will it be permitted to pay to the legal representative of an employee who may die in fiscal year 1933, 15 (or 30) days' leave earned in fiscal year 1932 and pro rata leave earned in fiscal year 1933?

"6. May the Public Printer grant leave of absence with pay in 1933 to employees properly engaged on military or naval duty and training authorized under existing law?"

#### SUSPENSION APPLIES TO ALL ANNUAL LEAVE

The act containing the provision above quoted authorizing leave of absence for employees of the Government Printing Office is the act of June 11, 1896 (29 Stat. 453).

Sections 103 and 104 of the act of June 30, 1932, Public, No. 212, provide, in part, as follows:

"All rights now conferred or authorized to be conferred by law upon any officer or employee to receive annual leave of absence with pay are hereby suspended during the fiscal year ending June 30, 1933.

#### "DEFINITIONS

"SEC. 104. When used in this title—

"(a) The terms 'officer' and 'employee' mean any person rendering services in or under any branch or service of the United States Government or the government of the District of Columbia, but do not include \* \* \*."

Eleven exceptions are made, none of which, it is understood, apply to employees under the Government Printing Office involved in your submission.

The term "annual leave" refers to all "vacation" leave of absence with pay authorized by law and/or regulation for each year, whether based on the calendar, fiscal, or service year, for the personal pleasure, convenience, or benefit of the officer or employee, but does not include sick, quarantine, and military leave.



Rights to annual leave, as thus defined, as well as to all benefits incident thereto, are suspended during the fiscal year 1933, irrespective of whether the leave rights heretofore have been granted absolutely by statute or allowed within administrative discretion.

The plain purpose of the enactment is to effect a saving or economy to the Government during the fiscal year 1933, and it must be construed and applied to effectuate that purpose. In the absence of any provision in the statute limiting the suspension to annual leave which would be earned or accrued during the fiscal year 1933, there is no alternative but to hold that the suspension applies, also, to rights to all annual leave accrued or earned and unused prior to July 1, 1932.

Question (1) is answered in the negative, making it unnecessary to answer question (2).

As question (3) does not involve a payment under any existing appropriation it is not properly before me for decision at this time. It is understood that there is now being kept a record of the leave accrued or earned and such record need not be destroyed or discontinued.

Questions (4) and (5) are answered in the negative.

Question (6) may be answered by stating that the right to military leave, as that term is commonly understood in the executive departments and establishments, is not affected by the enactment here under consideration.

#### SHIPSTEAD RESOLUTION TO PAY FOR LEAVE

Senator Shipstead, Chairman of the Senate Committee on Printing, introduced the following joint resolution (S. J. Res. 205) on July 14, 1932, providing for payment to Government Printing Office employees of the leave that they had earned in the fiscal year ended June 30, 1932, but which had been suspended by the Economy Act as interpreted by the Comptroller General:

Whereas under authority of existing law it is the practice of the Government Printing Office in granting annual leave with pay to grant such leave only after the employee has earned during the fiscal year the full thirty days' leave; and

Whereas the practice in other Government departments has been to grant leave as earned at the rate of two and one-half days per month; and

Whereas the employees of the Government Printing Office, in accordance with section 103 of Title I of Part II of the Legislative Appropriation Act for the fiscal year ending June 30, 1933, will be deprived not only of leave earned during the fiscal year 1932, but also of leave earned during the fiscal year 1933, and the annual leave with pay accumulated during the fiscal year 1934 will not be available until after June 30, 1934; and

Whereas under the provisions of existing law employees of the Government Printing Office are not now and never have been entitled to sick leave with pay; and

Whereas the effect of such section 103 of such Legislative Appropriation Act of 1933 discriminates against employees of the Government Printing Office: Therefore, be it

*Resolved by the Senate and House of Representatives of the United States of America in Congress assembled*, That notwithstanding the provisions of section 110 of Title I of Part II of the Act entitled "An Act making appropriations for the Legislative Branch of the Government for the fiscal year ending June 30, 1933, and for other purposes," approved June 30, 1932, all moneys returned to



the Treasury on account of furlough and pay reduction from the wages and salaries of employees of the Government Printing Office under said Act are hereby reappropriated as they become available for use by the Public Printer in payment of leaves of absence earned by said employees during the fiscal year ended June 30, 1932; such payments to be in lieu of time off on account of said earned leaves of absence and in full compensation therefor, and all payments so made shall be in alphabetical order beginning with employees of the lowest grade and those who may die or be separated from the rolls during the fiscal year 1933, but shall not include payments for any leaves of absence earned during the fiscal year 1933.

#### EMPLOYEES LEGALLY ENTITLED TO LEAVE

The proposed legislation conforms to a suggestion which the Public Printer submitted to Senator Shipstead in response to his request for information concerning the effect on Government Printing Office employees of the leave suspension under the Economy Act. The Public Printer then expressed the opinion that employees of the Government Printing Office are legally entitled to reimbursement for the leave of absence which they had earned during the fiscal year 1932 under authority of the Act of June 11, 1896 (29 Stat. 453), and proposed that the funds impounded under the furlough provisions of the Economy Act be reappropriated in payment of the leave earned in the fiscal year ended June 30, 1932. That recommendation is now earnestly renewed. It seems grossly unfair to apply the leave suspension retroactively to include leave which employees earned prior to the fiscal year beginning July 1, 1932.

The leave law for the Government Printing Office is entirely different from that for any other branch of the Government in that its employees are required to earn their leave in one year and are not allowed to take it until the succeeding year.

#### LEAVE MONEY PAID TO SOME EMPLOYEES

As a matter of fact, employees who were separated from the service during the fiscal year 1932 were, in compliance with law, paid for the leave that they had earned to the date of their separation, which, in some instances, was shortly before the leave suspension became effective. The employees remaining in the service should likewise be paid for the leave that they also earned in the fiscal year 1932 but which can not, under the Economy Act, be granted them during the fiscal year 1933.

The amount still due employees for leave of absence earned, but not taken, in the fiscal year ended June 30, 1932, is \$945,411.13. It is estimated that the funds impounded under the 5-day week and furlough reductions of the Economy Act, will amount to approximately \$897,000. If the impounded funds are insufficient to pay the leave earned

in the fiscal year 1932, the difference, if any, could be paid out of the current funds of the Government Printing Office without an additional appropriation.

The decrease of expenditures on account of the suspension of annual leave will not reduce the charges for printing during the fiscal year 1933, as the saving thereby is offset by impounding the wage reductions under the 5-day work week. Likewise, the shorter work week offsets the production time that would otherwise have been gained in suspending the annual leave of absence.

Another injustice to employees of the Government Printing Office in the leave provisions of the Economy Act is the permanent reduction of the annual leave from 30 to 15 days and exclusion from the sick leave allowed to other Government employees in addition to annual leave of absence.

#### NO SICK LEAVE FOR G. P. O. EMPLOYEES

During the current fiscal year this discrimination is an extra hardship to Government Printing Office employees who will not have any leave with pay to compensate for sickness, although at the same time other Government employees will have sick leave available as heretofore.

Notwithstanding the fact that they will have no leave available during the fiscal year 1933, employees of the Government Printing Office were absent 161,193 hours during the five months from July 1 to December 1, 1932, and thereby lost in salaries and wages a total of \$159,082.38. Practically all of this amount could have been charged to the leave they earned in the fiscal year 1932 if the leave rights had not been suspended by the Economy Act. About 75 per cent of the time lost was due to sickness.

A uniform leave law should be enacted for the entire Government service to end the gross discriminations against employees of the Government Printing Office.

#### G. P. O. PART OF THE LEGISLATIVE BRANCH

In another decision relating to the Economy Act and its application to the Government Printing Office, the Comptroller General has held that the Government Printing Office is under the legislative branch of the Government and not subject to the provisions of section 203 of the Economy Act prohibiting any executive department or independent establishment of the Government to use appropriations to fill vacancies during the fiscal year 1933.

The question of the status of the Government Printing Office as a part of the legislative branch of the Government was submitted to

the Comptroller General by the Public Printer in the following letter dated July 26, 1932:

In view of your decision of July 20, 1932 (A-43301), to the Architect of the Capitol, holding that as the restrictions contained in section 203 of the Economy Act are expressly applicable to appropriations "available to any executive department or independent establishment or to the municipal government of the District of Columbia," the appropriations under the Office of the Architect of the Capitol in the Legislative Appropriation Act are not subject to the restrictions of section 203—

1. I respectfully submit for your decision the question as to whether the Government Printing Office is likewise exempt from the restrictions contained in section 203 inasmuch as it is also included in the act making appropriations for the legislative branch of the Government (Pub., No. 212) approved June 30, 1932?

In this connection, your attention is respectfully invited to the following acts of Congress showing that the Government Printing Office was established as a part of the legislative branch of the Government and has always been so regarded by Congress in legislation affecting this office:

#### OFFICE UNDER JURISDICTION OF CONGRESS

The original Government Printing Office was purchased under authority of a resolution of Congress, June 23, 1860 (12 Stat. 117), which provided that the contract therefor be subject to the approval of the Joint Committee on Printing of the two Houses of Congress. This act also vested in the Joint Committee on Printing certain powers and duties in regard to the Government Printing Office, and significantly provided that the Superintendent of the Public Printing shall open proposals for paper in the presence of the Secretary of the Senate and the Clerk of the House of Representatives and award contracts as determined by the Joint Committee on Printing of the two Houses of Congress.

The title of the Superintendent of the Public Printing was changed to that of "Congressional Printer" by act of February 22, 1867 (14 Stat. 398), which provided that the Senate shall elect a "Congressional Printer" to take charge of and manage the Government Printing Office, and that the person so designated shall be deemed an officer of the Senate.

#### "CONGRESSIONAL" AND "PUBLIC" PRINTER

By act of June 20, 1874 (18 Stat. 88) the title of Congressional Printer was changed to that of "Public Printer," the office to be filled by "appointment" by the President by and with the consent of the Senate. This act provided that only "so much of the act entitled 'An Act providing for the election of a Congressional Printer' \* \* \* as provides for the election of such an officer by the Senate" shall cease after the first vacancy occurring in said office and that "the title of said officer shall hereafter be Public Printer, and he shall be deemed an officer of the United States, and said office shall be filled by appointment by the President," etc.

The transfer of the power of appointment of the Public Printer from the Senate to the President was due to the constitutional provision vesting in the President the appointment of all officers of the United States, other than those otherwise provided for in the Constitution. Likewise, the Architect of the Capitol is appointed by the President, although his office is included in the legislative branch of the Government as is also the Government Printing Office.



In discussing the Printing Act of 1895 when it was under consideration in the Senate, Senator Manderson, Chairman of the Committee on Printing, stated (Cong. Rec., vol. 23, p. 805, Feb. 3, 1892) :

"The Printer is the Congressional Printer. True, his name has been changed to that of Public Printer, but none the less he has always been considered, is considered to-day, and I think always will be, as the creation of Congress, subject to its immediate direction, without interference by any of the executive officers of the Government."

Similar views were expressed by other Senators without challenge when a revision of the Printing Act of 1895 was under consideration by the Senate in the Sixty-second Congress (Cong. Rec., vol. 48, pp. 3194-3195, Mar. 12, 1912). At that time Senator Root stated in the Senate :

"\* \* \* the Government Printing Office is not in any executive department and has no supervision, and has never had any supervision except the supervision of Congress \* \* \*. Congress reserves to itself control of the Public Printer, because the performance of his duties is so intimately connected with the duties of Congress itself."

#### PUBLIC PRINTER RESPONSIBLE TO CONGRESS

In the same discussion Senator Bristow remarked, "The President has no authority to give orders to the Public Printer on any subject," to which Senator Smoot, then Chairman of the Joint Committee on Printing, replied, "None whatever," and Senator Root added, "He is responsible to Congress alone."

By law (act of January 12, 1895), the Public Printer submits his reports direct to Congress and not to or through the President or any executive department.

That the Government Printing Office is a part of the legislative branch of the Government also appears to be sustained by the numerous other provisions in the Printing Act of January 12, 1895 (28 Stat. 601-603) and various subsequent amendments thereof vesting in the Congressional Joint Committee on Printing certain powers and duties relating to the Government Printing Office as now contained in Title 44 of the United States Code.

Furthermore, Congress by the act of March 3, 1917 (39 Stat. 1121), made the Joint Committee on Printing a continuing body and thus took from the Secretary of the Interior the jurisdiction that he formerly had had over certain contracts and purchases by the Public Printer when Congress was not in session. Thus Congress, through the Joint Committee on Printing, now has continuous and exclusive control over the Government Printing Office in such matters.

#### OFFICE IN LEGISLATIVE APPROPRIATION ACT

The appropriations for the Government Printing Office are carried in the annual act making appropriations "for the legislative branch of the Government." While the estimates for these appropriations are submitted through the Bureau of the Budget, the Bureau exercises no control over them, but simply transmits the Public Printer's estimates to Congress for its determination the same as all other estimates for the legislative branch of the Government.

In this connection, your attention is invited to the provision that the entire appropriation under the "Government Printing Office" in the Legislative Appropriation Act is chargeable with printing and binding for Congress, the Government Printing Office, and the Architect of the Capitol, thus making it in fact a fund available for Congress and not subject to the restrictions of section 203.

Therefore, in view of the foregoing facts showing that the Government Printing Office is a part of the legislative branch of the Government and consequently

is neither an executive department nor an independent establishment nor part of the municipal government of the District of Columbia, I respectfully submit for your determination the application to this office of section 203 of the Economy Act.

#### STATUS OF CONGRESSIONAL RECORD INDEXERS

2. In this connection and in line with a question submitted by the Architect of the Capitol, your attention is invited to the fact that there are several persons on the rolls of the Government Printing Office who appear to come within the scope of legislative employees as exempted by your decision of July 20, 1932 (A-43301), from the "annual leave of absence" provision of section 103 of the Economy Act. The Legislative Appropriation Act (Public No. 212, p. 17) contains the following provision in regard to these employees:

"For salaries and expenses of preparing the semimonthly and session indexes of the Congressional Record under the direction of the Joint Committee on Printing (chief indexer at \$3,480, one cataloguer at \$3,180, two cataloguers at \$2,460 each, and one cataloguer at \$2,100)."

The services and duties of the foregoing employees relate exclusively to the preparing of indexes of the Congressional Record, and their period of employment depends entirely upon the time that Congress may be in session each year. I respectfully ask your decision as to whether this office may apply the same principles to them that are stated in your decision to the Architect of the Capitol holding that "absences during recesses of Congress are not to be considered as 'annual leave of absence' as to those legislative employees who are required to perform duties when in connection with the activities of Congress."

I assume, of course, that if these employees are considered to be in the status of legislative employees that their rates of compensation for the fiscal year 1933 will be reduced in compliance with section 105 of the Economy Act in lieu of legislative furloughs.

Your attention is also invited to that part of the decision of July 7, 1932, to the Public Printer (A-43098) in which it was held that sections 201, 202, and 203 of the Economy Act "are required to be applied to all Federal personnel not expressly excepted, including employees of the Government Printing Office whose rates of compensation are fixed under the act of June 7, 1924 (43 Stat. 658)." On account of the apparently conflicting decision to the Architect of the Capitol referred to above, I respectfully request a review of your decision of July 7, 1932, especially in so far as it applies section 203 to the employees of the Government Printing Office.

#### DECISION OF THE COMPTROLLER GENERAL

The Comptroller General's decision of August 9, 1932 (A-43670), sustaining the opinion of the Public Printer that the Government Printing Office is part of the legislative branch and therefore not subject to legislation applicable only to the executive departments and independent establishments of the Government, reads as follows:

There has been received your letter of July 26, 1932, requesting decision of the questions (1) whether appropriations for the Government Printing Office are subject to the restrictions of section 203 of the Economy Act of June 30, 1932 (47 Stat. 403, 404), and (2) whether the employees engaged on the work of indexing the Congressional Record under the direction of the Joint Committee on Printing, whose salaries are provided for in appropriations for the Government Printing Office are



legislative employees, whether they are subject to the percentage reductions in compensation, and whether their absences during recesses of Congress are not to be considered as "annual leave of absence" within the meaning of section 103 of the Economy Act.

SECTION DOES NOT APPLY TO PRINTING OFFICE

(1) Section 203 of the Economy Act provides as follows:

"No appropriation available to any executive department or independent establishment or to the municipal government of the District of Columbia during the fiscal year ending June 30, 1933, shall be used to pay the compensation of an incumbent appointed to any civil position under the United States Government or the municipal government of the District of Columbia which is vacant on July 1, 1932, or to any such position which may become vacant after such date: *Provided*, That this inhibition shall not apply (a) to absolutely essential positions the filling of which may be authorized or approved in writing by the President of the United States, (b) to temporary, emergency, seasonal, or cooperative positions, or (c) to commissioned, commissioned warrant, warrant, and enlisted personnel, and cadets, of the Coast Guard. The appropriations or portions of appropriations unexpended by the operation of this section shall not be used for any other purposes but shall be impounded and returned to the Treasury, and a report of all such vacancies, the number thereof filled, and the amounts unexpended, for the period between July 1, 1932, and October 31, 1932, shall be submitted to Congress on the first day of the next regular session: *Provided*, That such impounding of funds may be waived in writing by the President of the United States in connection with any appropriation or portion of appropriation, when, in his judgment, such action is necessary and in the public interest."

In decision of July 20, 1932, to the Architect of the Capitol, A-43301, to which you refer, it was stated:

"\* \* \* As the restrictions contained in section 203 of the Economy Act are expressly applicable to appropriations 'available to any executive department or independent establishment or to the municipal government of the District of Columbia,' your conclusions expressed in the paragraphs last above quoted from your submission are correct—that the appropriations under the Architect of the Capitol are not subject to the restrictions of section 203 of the Economy Act. \* \* \*

LAWS RELATING TO GOVERNMENT PRINTING OFFICE

It appears to be your contention that the Government Printing Office is in the same status as the Office of the Architect of the Capitol with respect to the restrictions contained in section 203 of the Economy Act. In support thereof you cite the acts of June 23, 1860 (12 Stat. 117); February 22, 1867 (14 Stat. 398); June 20, 1874 (18 Stat. 88); the Printing Act of January 12, 1895 (28 Stat. 601-603), with amendments, as now contained in Title 44 of the United States Code; act of March 3, 1917 (39 Stat. 1121); and the annual appropriation acts for the legislative branch of the Government which include appropriations for the Government Printing Office. You refer to these various statutes as tending to show the history of the establishment and development of the Government Printing Office as a part of the legislative branch of the Government.

The statutes you have cited justify the conclusion that the Government Printing Office is under the legislative branch of the Government and that the appropriations for the Government Printing Office for the fiscal year 1933 are not subject to the restrictions of section 203 of the Economy Act.



However, the Government Printing Office is subject to the restrictions of sections 201 and 202 of the Economy Act, as they are broader in scope than section 203.

The questions answered in the decision of July 7, 1932, to you (A-43098) did not directly involve section 203 of the statute, and in the concluding part of the decision it was suggested that further consideration would be given thereto when the status of specific classes of employees thought to come within exceptions thereto was presented.

#### RECORD INDEXERS ARE LEGISLATIVE EMPLOYEES

With reference to your second question, there appears in the appropriations for the Government Printing Office for the fiscal year 1933, act of June 30, 1932 (Pub., No. 212, p. 17), the following item:

" \* \* \* for salaries and expenses of preparing the semimonthly and session indexes of the Congressional Record under the direction of the Joint Committee on Printing (chief indexer at \$3,480, one cataloguer at \$3,180, two cataloguers at \$2,460 each, and one cataloguer at \$2,100); \* \* \*"

It is clear that disbursement of appropriated funds for the salaries of the employees in question is for the Government Printing Office, but it is equally as clear that the work of the employees is to be performed "under the direction of the Joint Committee on Printing." Such a specific statutory direction as to the supervision of work performed by employees places the employees under the administrative direction of the Joint Committee on Printing.

This statutory direction, together with the nature of the duties performed by the employees being exclusively in connection with the activities of the Congress, justifies the conclusion that the employees are to be considered as legislative, and that the provisions of the Economy Act may be administratively applied accordingly.

If it be determined by the Chairman of the Joint Committee on Printing that—as would appear to be the fact—these employees occupy "positions the nature of the duties and periods of work of which make it impracticable to apply the provisions of subsections (a) and (b) of section 101" to them, they are subject to a reduction in compensation of 8½ per cent under the terms of 105 (d) (6). In this connection, reference is made to two decisions dated July 20, 1932, to the Architect of the Capitol (A-43298 and A-43301). The provisions of section 102 of the act are not for application here.

The absences of these employees during recesses of the Congress when no duties are required of them are not to be regarded as "annual leave of absences" within the meaning of section 103 of the Economy Act. Decision of July 20, 1932, to the Architect of the Capitol (A-43298).

#### SALE OF GOVERNMENT PUBLICATIONS

The Economy Act contains the following section providing increased profits from the sale of Government publications by the Superintendent of Documents and authorizing the extension of sales by book dealers and other agencies of the Government:

SEC. 307. After the date of the enactment of this Act, the price at which additional copies of Government publications are offered for sale to the public by the Superintendent of Documents shall be based on the cost thereof as determined by the Public Printer plus 50 per centum: *Provided*, That a discount of not to exceed 25 per centum may be allowed to authorized book dealers and quantity purchasers, but such printing shall not interfere with the prompt execution of work for the Government. The surplus receipts from such sales shall be deposited in the Treasury of the United States to the credit of miscel-

laneous receipts. The Superintendent of Documents shall prescribe the terms and conditions under which he may authorize the resale of Government publications by book dealers, and he may designate any Government officer his agent for the sale of Government publications under such regulations as shall be agreed upon by the Superintendent of Documents and the head of the respective department or establishment of the Government. The selling price of publications as provided for herein shall be in lieu of that prescribed in the public resolution approved May 11, 1922 (U. S. C., title 44, secs. 72 and 220), and section 42 of the Act of January 12, 1895 (U. S. C., title 44, sec. 114).

#### AMENDMENT PROPOSED BY PUBLIC PRINTER

The foregoing section was proposed by the Public Printer as an amendment to a House provision increasing the sales price of Government publications from 10 to 30 per cent above the cost of printing. The amendment proposing a 50 per cent extra charge, with a discount of 25 per cent to dealers and quantity purchasers, was submitted to the Chairman of the Senate Committee on Appropriations with the following letter of explanation by the Public Printer on May 13, 1932:

In connection with the economy legislation now being considered, when I appeared before your committee yesterday I did not outline as clearly as I should like to my views with reference to the contemplated change in the law affecting the sale of publications, and I therefore submit a suggested amendment to section 307 of the economy portion of the legislative appropriation bill as passed by the House. The wording of the amendment is practically the same as a draft of proposed legislation on the subject that has been given consideration by the Printing Conference Committee, and has the unanimous support of the representatives of all the departments.

Under the existing law, which requires that only 10 per cent be added to the cost of printing and binding, the Superintendent of Documents has been able to turn into the Treasury for miscellaneous receipts an average of \$200,000 per year, and I feel certain that by the increase of this percentage over cost the amount returned to the Treasury could be more than doubled. With the additional agencies the amendment also proposes be established throughout the country for the sale of Government publications, the income from this source would undoubtedly be increased and the present waste of unused publications largely prevented.

Another advantage of the proposed amendment would be that the public could be served by their regular book dealers or the Government Printing Office at a uniform charge. Other governments have adopted similar plans of selling through dealers, which have proved of great benefit to all concerned.

As an additional aid in the sale of Government publications, the suggestion is submitted that other officers of the Government be permitted also to act as agents of the Superintendent of Documents, so the public may have more convenient places for the purchase of Government books and pamphlets. All these facilities would be certain to increase the sale of publications and render good service to the public as well as profit to the Government.

#### PROFITS ON SALES PUBLICATIONS INCREASE

During the first five months, July 1 to December 1, 1932, that the new provision relating to the sale of Government publications has been in effect, the receipts have exceeded the cost of printing sales



copies by 47½ per cent, or 13 per cent more than the profits for the first five months of the preceding fiscal year.

The total receipts from 188,507 orders during the first five months of the fiscal year 1932 amounted to \$226,971.39, which was only \$18,133.62 less than the receipts during the corresponding period in 1931. This was a satisfactory income, considering the great slump in other lines of business. Of these receipts, the sum of \$72,745.49 will be deposited as profits to the credit of miscellaneous receipts in the Treasury.

#### GOVERNMENT AGENCIES SELL PUBLICATIONS

The Superintendent of Documents is actively endeavoring to increase the sale of Government publications by designating agents in other branches of the Government service and obtaining orders from book dealers and quantity purchasers. Already 113 Government agencies have been established to aid in the sale of publications, including 40 commercial agents of the Bureau of Foreign and Domestic Commerce, whose sales of Government publications during the fiscal year 1932 amounted to \$25,105.55. National park publications sold to park visitors amounted to \$5,837.70. Other Government agents of the Superintendent of Documents include a number of collectors of customs, lighthouse superintendents, Coast and Geodetic inspectors, district engineers, and officers of various departments.

The new legislation has enabled the Superintendent of Documents to regulate more effectively the sale of Government publications in quantities so as to curtail their use for commercial purposes. In rapidly increasing numbers, business organizations have been purchasing large quantities of Government publications of special service to them at prices generally less than the printing could have been procured from a commercial plant, owing to the Government charge having been fixed by law upon a reprint cost basis (composition not included) plus 10 per cent.

#### OFFICIAL SEAL AND IMPRINT ARE ALLURING

The official seal and imprint on Government publications also served as an added attraction to business establishments for the purchase of publications of the Government Printing Office in preference to those of commercial printers who lack the desired official prestige.

Efforts to employ the facilities of the Government Printing Office in issuing vast quantities of Government publications for personal advantage or profit will be of no avail under the sales policy of the Superintendent of Documents in applying the Act of June 30, 1932. Quantity discounts will be quoted only for purchases of 100 or more



copies and the charges for every quantity order will be based on a discount of 25 per cent from the regular selling price as fixed by law at cost plus 50 per cent. These prices will insure the sale of Government publications to the general public at a fair charge, prevent their procurement in large quantities for private profit, and discourage the effort to utilize the Government Printing Office for commercial purposes.

Government publications are sold to dealers and quantity purchasers on condition that they will adhere to the public sales price set by the Superintendent of Documents and that the publications shall not be used for or in connection with advertising purposes.

#### ADVERTISING BARRED FROM PUBLICATIONS

Furthermore, in view of the misuse of Government publications, it has been necessary to advise prospective purchasers that their names or advertisements can not be printed on publications sold by the Superintendent of Documents, that special covers with advertisements can not be added to Government publications, and that the official seal and imprint of the Government can not be used in commercial reproductions of Government publications.

However, the copyrighting of Government publications is prohibited by law, and it therefore appears permissible to reproduce them in whole or in part for any proper purpose, if the reprint is clearly distinguishable from the official publication and due credit otherwise is given to the Government department or office which prepared it.

#### TYPOTHETÆ BULLETIN COMMENDS POLICY

An article entitled "Vast Market for Commercial Printing Indicated by Government Publications" in the September, 1932, issue of the official Bulletin of the United Typothetæ of America, thus commends the sales policy of the Government Printing Office:

That the Hon. George H. Carter, Public Printer, receives numerous letters from firms asking if specified Government publications can be supplied in quantities with the advertising firm's imprint, makes it appear that more printing could be sold and produced commercially if printers were more alert to the needs and desires of customers and prospects. The Public Printer even gets requests for quotations from printers!

The issuance of Government publications is an evidence of some public interest in the subjects discussed in them, and the number of each publication printed is determined largely by an estimate of that interest. While we hear much censure of the Government—"too much Government in business"—there is much evidence to show that what really has been happening is that business has used its influence to force the Government into publishing many documents that should be issued by business itself—and that could be better done by business than by the Government.

While Government publications are offered for sale (or for free distribution) it is highly gratifying that firms requesting special runs of publications to be

used commercially are being told by the Public Printer and by the Superintendent of Documents—

"The fact, however, that Government publications are not copyrighted would make it possible for you to have them reproduced by a commercial printer, in which case proper credit should be given to the issuing office and the department's seal and Government Printing Office imprint should be omitted."

Under the law prescribing the methods for distribution of Government publications, the Superintendent of Documents is permitted to sell quantities to firms for resale, but such publications "are sold on condition that the purchasers will adhere to the public sales price set by the Superintendent of Documents and that they shall not be used for or in connection with advertising purposes."

This restriction has had to be invoked because some advertisers persisted in using Government publications in such a manner as to make it appear that the Government had indorsed their particular product or service, or otherwise misused them.

The Public Printer *is not a price-cutter!* "Too Much Government in Business?" Would that the competition of all commercial printing firms was as fair as that of the G. P. O.!

#### PUBLIC URGED TO BUY COMMERCIAL PRINTING

Your Public Printer is consistently urging firms that want to buy printing for advertising and commercial purposes to do so from "a commercial printer."

Such printing as the Government does sell, in accordance with the law, is sold at its fixed and published price.

When the Government sells its printed products, it does so for cash with the order.

The contents of Government publications are not copyrighted and belong to the Government's citizens, and only those who would misuse them will encounter any prohibiting restrictions. There are Government publications touching upon almost every conceivable subject. They are authoritative, but impartial—they provide poor copy for those who wish to substantiate false claims.

Get busy, printing salesmen, and put some of this commercial business into your own plants. Find out what your customers' needs are, if you don't already know. Ascertain what Government publications are available that pertain to your customers' businesses. Frequently, the mere suggestion that printed pieces, incorporating material quoted from a Government publication, be prepared, will be all the "selling" necessary.

#### SUPERINTENDENT OF DOCUMENTS

The receipts from the sale of Government publications by the Superintendent of Documents during the year ended June 30, 1932, amounted to \$609,148.01. Orders received totaled 519,597 for 7,714,394 copies. Orders for the year decreased 9,296 and 892,853 fewer copies were sold.

Although the receipts from sales in the fiscal year 1932 decreased \$92,449.79 from the total for the preceding year, they were more than double the receipts in the fiscal year 1921. The sale of Government publications steadily increased until the peak was reached in 1930 with \$99,824.45 more than the 1932 total.

Receipts from the sale of Government publications during the 12 fiscal years, 1921-1932, totaled \$6,511,539.83, which was \$4,659,431.20 more than the receipts for sales during the preceding 12 years, 1909-1920.

The Superintendent of Documents paid to the Public Printer a total of \$468,779.72 for publications printed for sale during the fiscal year 1932, a decrease of \$27,573.26 from the expenditures for that purpose in the preceding fiscal year.

The excess of receipts from sales over expenditures for printing sales copies during the year amounted to \$140,368.29, of which \$132,409.76 was deposited in the Treasury to the credit of miscellaneous receipts.

#### FREE DISTRIBUTION BY THE DEPARTMENTS

In addition to the sales copies, the Superintendent of Documents distributed on orders from various departments and establishments of the Government during the fiscal year 1932 a total of 62,661,837 copies, an increase of 5,108,236 copies over the free distribution of the preceding year.

The various executive departments and establishments of the Government maintain 691 mailing lists with the Superintendent of Documents for the distribution of their respective publications. On January 1, 1932, there were 747,548 names on these lists, and on November 15, 1932, there were 654,584, a decrease of 92,964 since the Economy Act and reduced appropriations became effective.

The Superintendent of Documents also distributed 2,090,099 copies to depository libraries authorized by law, an increase of 123,630 copies over the number sent to libraries in the fiscal year 1931.

#### VAST STOCKS OF GOVERNMENT PUBLICATIONS

A total of 66,004,975 copies of Government publications were received by the Superintendent of Documents in the fiscal year 1932, which, with the stock of 38,983,023 copies on hand at the beginning of the year, made a grand total of 104,987,998 copies available for distribution during the year. The copies available for distribution in 1932 were 5,936,332 less than for the preceding year.

The distribution by the Superintendent of Documents in 1932 totaled 75,352,534 copies, including 1,513,944 copies of publications, mostly leaflets, discarded as obsolete or useless. The number of similar publications discarded during the preceding fiscal year totaled 3,523,208 copies. The distribution for the fiscal year 1932 increased 3,411,226 copies.

On June 30, 1932, the storerooms of the Superintendent of Documents contained a total of 29,635,464 copies of Government



publications, a decrease of 9,347,559 copies from the number on hand at the beginning of the fiscal year due to less receipts and greater distribution during the year.

Stocks of publications handled by the Superintendent of Documents for the respective departments and establishments of the Government during the fiscal year 1932 are accounted for in the following table:

Government department or establishment	On hand July 1, 1931	Received during year	Distrib- uted during year	On hand June 30, 1932
Agriculture.....	16, 253, 627	31, 754, 462	37, 095, 700	10, 912, 389
American Historical Association.....	7, 812	2, 913	3, 157	7, 568
Bicentennial Commission.....	0	3, 996	0	3, 996
Civil Service.....	10, 184	2, 453	2, 453	10, 184
Commerce.....	6, 398, 461	3, 914, 248	4, 904, 864	5, 407, 845
Congress.....	1, 576	284	1, 860	0
Court of Customs and Patent Appeals.....	223	325	0	548
Education.....	1, 065, 144	552, 788	1, 483, 856	134, 076
Employees' Compensation Commission.....	38, 472	1, 750	6, 869	33, 353
Engineers.....	14, 680	200	14, 880	0
Ethnology.....	39, 419	18, 820	20, 910	37, 329
Federal Farm Board.....	1, 139, 274	265, 343	370, 380	1, 034, 237
Federal Power Commission.....	54, 331	2, 450	56, 781	0
Federal Reserve Board.....	32, 166	350, 132	373, 874	8, 424
Federal Trade Board.....	251, 042	64, 030	48, 661	266, 411
General Accounting Office.....	4, 820	2, 008	6, 828	0
Geological Survey.....	169, 121	138, 967	150, 837	157, 251
Insular Affairs.....	61, 789	0	61, 789	0
Interior.....	369, 218	976, 737	1, 046, 233	299, 722
Interstate Commerce Commission.....	838, 470	1, 011, 540	1, 850, 010	0
International Joint Commission.....	2, 229	0	2, 229	0
International Boundary Commission.....	37	0	37	0
Justice.....	299, 057	182, 522	241, 113	240, 466
Labor.....	2, 942, 272	3, 256, 778	3, 098, 130	3, 100, 920
Library of Congress.....	119, 595	13, 410	133, 005	0
National Advisory Committee for Aeronautics.....	14, 334	1, 544	14	15, 864
Committee on Law Observance and Enforcement.....	0	1, 200	1, 200	0
National Gallery of Art.....	1, 128	0	24	1, 104
National Museum.....	95, 769	123, 025	110, 001	108, 793
Navy.....	3, 228	58, 264	61, 348	144
Personnel Classification Board.....	2, 401	6, 000	4, 199	4, 202
Post Office.....	48, 381	8, 461, 042	8, 509, 423	0
Public Health.....	2, 724, 631	1, 151, 200	1, 855, 120	2, 020, 711
Public Printer.....	600	0	600	0
Radio Commission.....	200	0	200	0
Shipping Board.....	17, 307	63, 000	80, 307	0
Smithsonian Institution.....	55, 039	33, 109	26, 615	61, 533
State.....	1, 557	0	1, 557	0
Tariff Commission.....	515	10, 746	10, 727	534
Treasury.....	200, 051	780, 261	948, 259	32, 053
Veterans' Administration.....	1, 972	340	0	2, 312
War.....	10, 694	67, 093	77, 787	0
Total.....	33, 290, 826	53, 272, 980	162, 661, 837	23, 901, 969
Superintendent of Documents.....	5, 692, 197	12, 731, 995	12, 690, 697	5, 733, 495
Grand total.....	38, 983, 023	66, 004, 975	75, 352, 534	29, 635, 464

<sup>1</sup> This total includes 234,049 copies of discarded obsolete publications, deducting which reduces the actual distribution for the year to 62,427,788.

<sup>2</sup> This total includes 1,279,895 copies of discarded obsolete publications, deducting which reduces the actual distribution for the year to 11,410,802 copies.

For the first time in more than 25 years, a complete physical inventory was undertaken in 1932 of the vast stocks of publications in the storerooms of the Superintendent of Documents. The inventory was accompanied by a thorough rearrangement and better grouping of the stocks by executive departments and independent establishments.

To provide more suitable storage space and better protection to the publications, approximately 31,750 feet of new shelves and 22,175 square feet of platforms for bulk storage have been constructed to replace the dilapidated and overcrowded shelves and supersede the piling of books on the floors where they could not be given proper care.

#### STOCKROOMS NOW IN EXCELLENT CONDITION

Considering the fact that a stock of approximately 39,000,000 copies of almost every conceivable size and kind of publication had to be sorted, rearranged, checked, and listed on separate cards, without delaying the routine work of the office, it is remarkable that such a great undertaking could be completed within the year. Nevertheless, the entire movement has been carried on in a satisfactory and successful manner with the assurance that the stocks of the Superintendent of Documents will soon be in the best condition ever known and will compare favorably with any modern storage and accounting system.

This improvement has been effected in the older buildings of the Government Printing Office which had been regarded heretofore as unfit for the purpose. But the changes that have been made recently will make the stockrooms useful until it is timely to consider replacing them with more adequate and suitable buildings of modern design.

#### DISCARDED 7,225,867 USELESS PUBLICATIONS

The complete overhauling of the stock of publications was materially assisted by assuming control, as provided by law, of all departmental publications not needed for official use within a year and discarding those that had become obsolete and useless. In so doing, the Superintendent of Documents was able to remove from his stocks a total of 7,225,867 copies of publications that were of no further service either to the departments or to the public. The bulk of these copies were leaflets and small pamphlets that had been superseded in many instances by revised publications.

Although the total of copies discarded as a result of the recent house cleaning seems a vast number, they constituted only a minor part of the vast stocks that have been handled by the Superintendent of Documents since his office was made the central agency for the storage and mailing of practically all departmental publications.

During the 20 years up to December 1, 1932, the Superintendent of Documents handled 972,992,174 copies of publications, of which approximately only 2 per cent, or exactly 19,854,708 copies, have been discarded as obsolete or useless for distribution on department orders.

#### DOCUMENT CATALOGUES NOW UP TO DATE

The Superintendent of Documents reports that the work of preparing and printing the Document Catalogues issued by his office is now up to date for the first time in 20 years and gives assurance that these great lists of Government publications will be kept current in the future.

Cataloguing work was seriously handicapped for a number of years by the enormous increase of Government publications during and following the World War period and the difficulty for some time of securing enough properly trained cataloguers to carry on this important activity. With the lessening of these obstacles it was found possible to issue four catalogues during the last two years. This brings the set up to the Seventy-first Congress, the catalogue for which is now being prepared for early printing. Work is also in progress on the Document Catalogue for the Seventy-second Congress.

At one time the issue of Document Catalogue was nearly nine years later than the Congress to which it related, the catalogue for the Sixty-sixth Congress, which ended on March 4, 1921, not being ready for distribution until November, 1929. The catalogue for the Sixty-sixth Congress was delayed by the extraordinary work required in the preparation of the war-period catalogue covering the Sixty-fifth Congress, 1917-1919, which fills 2,706 pages.

#### FOUR CATALOGUES PRINTED IN TWO YEARS

The printing of the four Document Catalogues for the Sixty-third to Sixty-sixth Congresses, inclusive, covered a period of 10 years, 1919-1929. Since that time the work has speeded up and four catalogues for the Sixty-seventh to Seventieth Congresses, inclusive, have been printed in 1931 and 1932. The latter contain 9,709 printed pages, for which 214,701 authors' cards were written.

The Document Catalogue for the Seventieth Congress, which is just off press, includes all the publications issued for Congress and the various executive departments and establishments of the Government from July 1, 1927, to June 30, 1929. The latest catalogue contains 2,542 pages and is next in size to the catalogue for the World War period, which was the largest ever issued by the Superintendent of Documents. The catalogue for the Fifty-third Congress,



the first of the series, contained only 638 pages, being one-fourth the size of the catalogue for the Seventieth Congress.

Special credit for bringing the Document Catalogues up to date is due to Miss Helen C. Silliman and Miss Mary A. Hartwell and their assistants under the direction of the Superintendent of Documents. The efficient and faithful services of the cataloguers made possible the completion of a program outlined by the Public Printer several years ago. It is highly gratifying to announce that the goal has been attained through the tireless cooperation of those who devoted themselves to the seemingly impossible task of doing in 3 years what heretofore had required more than 10 years.

#### DOCUMENT INDEX AND MONTHLY CATALOGUE

With the Document Catalogue up to the current Congress, it may be found desirable and practicable to discontinue the publication of the Document Index, which is issued for each session of Congress and lists only the numbered congressional documents and reports. The Document Index for the first session of the Seventy-second Congress has just been printed.

The Superintendent of Documents also issues a Monthly Catalogue of Government publications, which has become an important reference book in libraries and other places that keep close contact with the publishing activities of the Government. The governmental author cards used in printing the Monthly Catalogue form the basis for the big catalogue of Government publications issued biennially.

#### DESIGNATED DEPOSITORY LIBRARIES

Another important and increasingly difficult function of the Office of the Superintendent of Documents is the distribution of publications allotted by law to the depository libraries. These libraries now number 504 out of a total possible designation of 663, including 1 for each congressional district, 2 at large for each State, each State and Territory library and land-grant college, and 13 other libraries by special legislation.

Depository libraries are entitled to one copy of every Government publication available for public distribution and are permitted by law to select such of these publications as may be of special interest to their respective readers. Only 94 of the 504 depositories have requested copies of all Government publications, the remainder having exercised the right of selection.

The selection plan, however, has not been as successful as expected at the beginning of its operation. Many libraries seem reluctant or

incapable of making proper selections. A number of libraries evidently are not assuming their full responsibility as depositories of Government publications. In eight States no depository libraries are undertaking to maintain complete sets of Government publications, and many other libraries are not making adequate selections for depository purposes. The result is, the designation of a library as a depository has come to mean little or nothing as regards the extent or value of its collection of Government publications.

#### STUDY OF DEPOSITORY LIBRARY PROBLEM

The American Library Association and several other interested organizations have undertaken a study of the depository problem which, it is hoped, will evolve some satisfactory plan for designating libraries properly qualified and equipped to act as depositories of Government publications. It seems essential that there should be complete sets of Government publications in accessible and convenient places throughout the country, but the present system of distribution to libraries is not rendering such service to the public generally. As only 94 of the 504 depository libraries have expressed willingness to continue receiving copies of all Government publications, it is evident that comparatively few libraries are able to serve as depositories for more than a small part of the publications issued by the United States Government.

In years past there has been a great waste in the distribution of publications to depository libraries that were unable or unwilling to provide space for the rapidly growing stock of Government books. The selection plan has reduced the loss somewhat, but has not solved the problem of proper library service to the public.

#### DISCUSSION BY THE LIBRARY ASSOCIATION

The subject of depository-library legislation was discussed by the Public Documents Committee of the American Library Association at its 1932 meeting in New Orleans. The chairman, Mr. Rollin A. Sawyer, of the New York Public Library, reported that he had invited the Association of University Professors, the American Economic Association, the American Historical Association, the American Political Science Association, the American Sociological Association, and the Social Science Research Council to express opinions on the extension of the depository-library privilege to college and university libraries, but that he had discovered no great interest in the subject.

Mr. Sawyer further reported that the representatives of most of these associations expressed themselves as personally favorable to

abolishing the depository-library privilege and issuing documents only at a price.

At the New Orleans round table of the American Library Association, Mr. Sawyer, speaking, as he explained, only for himself, said:

In the past few months since the New Haven meeting I have been thinking about the existing dissatisfaction with the depository system and talking with members of my committee and any other librarians who would listen to me, and I have come to the conclusion that this question should be considered only as one aspect of the whole system of document distribution.

#### URGES END OF WASTE IN FREE DISTRIBUTION

The various changes that have been made in the law from time to time have all tended toward putting the distribution of Government publications on a business basis, by restricting the issue of free copies and making it necessary to buy them from the Superintendent of Documents. Depository libraries have been asked to select what they want, instead of receiving copies of everything, and they are supplied with the serial set of congressional documents only to the extent that it does not duplicate the departmental editions.

These are all improvements, as far as they go, and have met with general approval, but they are small economies after all. Vast quantities of documents are still wastefully distributed by the departments and Members of Congress for whom copies are set aside by law.

No other government, I believe, has even attempted such general, free distribution of its publications, and even those which in the past were accustomed to present copies to certain libraries are now setting a rather stiff price on everything they issue. The trend is unmistakable and logical, and the present financial difficulties of the American Government make it evident that this country, too, may have to curb its extravagance in this respect.

As a disinterested professional body, the American Library Association should do what it can to eliminate such wastefulness in Government publishing. And the only way, in my opinion, in which it can be eliminated is to stop the free distribution of documents entirely. Once an exception is made the harm is done, and libraries should be willing to make a sacrifice of their immediate interest to the ultimate advantage of everyone.

One of the objections made to this plan is that a democratic government should keep its people informed of what it is doing by free distribution of its records. This is an example of the fallacy mentioned above. There is no such thing as free distribution. The whole community, including libraries, pays for it, and pays more for it when the cost is concealed. But, in consideration of the fact that a library which goes to the trouble of getting government documents generally keeps them permanently and incurs additional expense in so doing, I think the law should provide that any library open to the public should be entitled to a certain discount, perhaps 50 per cent.

#### OKLAHOMA LIBRARIAN MAKES RECOMMENDATION

Another interesting statement concerning the use of Government publications by depository libraries was made in *The Library Journal* of August, 1932, by Mrs. Lucille H. Pendell, formerly document librarian of the Oklahoma Agricultural and Mechanical College, who



recommends the organization of a separate division for Government publications in any depository library. Mrs. Pendell, in her *Library Journal* article, says:

#### BRING DOCUMENTS OUT OF THEIR SLEEPING PLACES

This step is indeed gratifying to any librarian who realizes the value of documents. Many another library would find it helpful to bring its documents down from the attic, up from the basement, out from their sleeping places in boxes and storerooms, off the shelves where they have been sleeping in pamphlet cases and binders, crowded in between books in this classified state, and arrange them in a separate department, leaving the useless classification numbers behind as dim reminders of their wasted past, and launch forth into a new era of availability and usefulness. (No reference work worth speaking of can be done without documents.) Even reference tools such as encyclopedias, yearbooks, etc., depend more or less upon documents for their source material.

There are many advantages in having the documents in a separate division. That is the only way they can be utilized to the greatest advantage by all those interested. Research is fostered, for the student is brought in direct contact with all documents in one department and in most cases he is astonished by the wealth of material contained in them.

The librarian, after working with the documents and learning their contents, will be able to furnish the inquirer with more material than he probably ever dreamed was available on his subject. It is absolutely necessary that the librarian understand the working machinery of government for an intelligent understanding of the nature and content of the documents, and to bring about their greatest usefulness. The only way to really know documents is to work with them.

#### QUESTIONNAIRE TO ALL DEPOSITORY LIBRARIES

The Superintendent of Documents, of his own accord, has recently sent a questionnaire to all depository libraries to ascertain the value of Government publications to the communities in which the depositories are located. The questions cover the methods of classifying, cataloguing, shelving, and making Government publications accessible to the public, and also inquire as to the disposition of obsolete and useless Government publications. Other questions relate to general information about the library, including its size, hours of service to the public, number of readers, and capacity for additional Government publications. Each librarian is requested to express an opinion of the real value of the depository privilege and submit comments on the present service together with suggestions for improvements.

It is hoped that the information compiled from these inquiries will be of service in solving the depository problem.

The annual cost of printing and binding the Government publications for distribution to depository libraries is approximately \$85,000.

**WORK OF MAINTENANCE DIVISION**

The gross cost of operating the Maintenance Division during the fiscal year 1932 was \$1,290,745.78, an increase of \$187,334.88 over the preceding year. Included in the cost for 1932 was the compensation of a daily working average of 364 employees amounting to \$781,931.22 for the year, \$150,356.80 for electricity and steam from the Capitol power plant, \$135,552.17 for outside contract work, and \$132,123.27 for maintenance equipment.

Crediting the Maintenance Division with \$314,412.49, for special services to other divisions, the Superintendent of Documents, and the City Post Office, reduced the general maintenance cost applied to all the productive divisions of the office to \$976,333.29 for the fiscal year 1932.

The charges of the Maintenance Division covered the cost of upkeep for the entire plant with a total floor space of 959,949 square feet; of repairs and services to machinery and equipment, including 1,586 machines and separate pieces of equipment and 2,155 motors; and of all alterations and new work on buildings, machinery, and equipment. Charges for this work by the Maintenance Division and outside contractors in the fiscal year 1932 amounted to \$609,739.86, an increase of \$63,694.72 over the charges for 1931. The upkeep charges amounted to \$102,736.20; machinery and equipment repairs and services, \$166,180.20; and building, machinery, and equipment alterations and new work, \$340,823.46.

**ITEMS OF ALTERATIONS AND NEW WORK**

The principal items of expenditure for building, machinery, and equipment alterations and new work included—

Completion of installing in the new extension the entire Maintenance Division with its Machine, Carpenter, Paint, Electrical, Building, Pipe-fitting and Sheet-metal sections; the clerical offices and library of the Superintendent of Documents, and the files and general stores for the entire office;

Alterations of the old buildings thus vacated to make them suitable for storage and other purposes;

Moving and installing machinery in the power plant, press-rooms, electrotyping rooms, and bindery;

Installing six new elevators and two form lifts to replace seven obsolete ones;

Reconstruction and reequipment of the metal room;

Air conditioning of the plate vault office;

Noise-absorbing ceilings for the monotype casting-machine room;

Erection of a new bridge, on which an electric tractor is used for trucking between the main and old buildings;

Construction of a new inclined mail sack chute to connect with the City Post Office belt conveyor;

Alterations in the offices of the Purchasing Division and in the front hallways on the first and third to sixth floors, inclusive; and

Repaving of alleyway between the main and old buildings.

#### \$12,000 A YEAR WAREHOUSE RENTAL SAVED

Removal of the numerous sections of the Documents, Maintenance, and Stores Divisions from the old buildings to the new extension of the main building and the alterations that were made in the old buildings provided additional space for the storage of paper stocks which had to be kept in a rented warehouse for a number of years. Effective December 31, 1932, the rented space, consisting of 25,000 square feet, was given up at a saving of \$12,000 a year.

Although the old buildings are a continual fire hazard and of limited load capacity owing to wooden interior and structural weakness, efforts have been made to safeguard and render them serviceable until such time as Congress may give heed to repeated warnings by the Public Printer of the urgent need for replacing the ancient structures, part of which have been in continual service for nearly three-fourths of a century. Many years ago the load-carrying limits for the floors in the old buildings were tested and restricted by Army engineers to about one-half of their original capacity. Tie-rods and other means were also used in various places to strengthen the walls and the floors.

#### HAZARD TO LIFE AND PROPERTY LESSENER

The recent moving of the heavy machinery and equipment of the Maintenance Division and the several hundred employees of the Maintenance and Documents Divisions from the old buildings to the new extension has greatly lessened the hazard to life and property for the time being, but there are still numerous activities in the original and adjacent buildings that can not be taken care of elsewhere until a suitable fireproof building is provided.

In the meantime, temporary alterations and improvements have been made in the old buildings to render them as serviceable and safe as possible under existing conditions. The alterations made during the year provided better and more convenient storage space for the stocking of publications, blank forms, blank books, paper, and various bulky materials that still have to be retained in the old buildings. These stocks are now arranged more systematically and with greater efficiency of service and saving in cost of maintenance.



One move of special benefit in the old building provided new quarters and equipment for the laundry and cleaning forces which now may enjoy sunshine and fresh air in their workrooms. The former laundry and cleaning rooms were necessarily located on a small courtyard with inadequate window space and other conditions detrimental to health. As the laundry is operated eight hours daily in washing approximately a million towels and 50,000 pounds of greasy rags annually for the use of employees in their work, it is essential that the place be kept sanitary and comfortable.

The operation of the laundry is saving the Government fully \$6,000 annually in the cost of otherwise providing clean towels and new rags for the work of the office.

Another cleaning economy effected during the year was the installation of a cuspidor-washing machine which automatically in 1½ hours does the work that formerly required 12 man-hours to perform less satisfactorily.

#### ALTERATIONS OF THE TYPE-METAL ROOM

The principal alteration and improvement in the main building during the year have been the reconstruction and reequipment of the metal room where 15 tons of type metal are remelted daily for further use by the 306 type-casting machines. The new equipment consists of three 7½-ton melting pots, each provided with an overhead conveyor loading device, thermostatically controlled gas burners, automatic metal pumps, and three stands of water-cooled molds for casting and dumping ingots of type metals onto skids that are handled by lift trucks.

The metal pots are filled from a balcony where the truck loads of used metal are stored until needed. The steel trucks are especially designed to unload their contents onto the conveyors by means of electrical hoisting and tilting devices. The automatic conveyors feed the slugs and type through chutes into the melting pots.

#### MANUAL LABOR IS REDUCED TO MINIMUM

With these improvements, practically all manual labor and risk in handling the heavy molten metal have been reduced to a minimum. The automatic devices relieve the workmen of the daily task of shoveling 15 tons of type metal and ladling the same amount of molten metal.

The trucks of used metal are lifted direct from the composing-room floors to the metal-room balcony by utilizing for that purpose a regular elevator already installed in a convenient location. After going

through the melting and recasting process, the ingots are trucked from the metal room to the linotype and monotype rooms on the same floor.

The metal room also has an additional pot of 5-ton capacity similarly equipped, except as to the automatic feeder, for the production of electrotypes backing-up metal and emergency use for any other metal requirements. There are also located in the metal room a 250-pound type-metal furnace and a dross renovator.

The metal room is under the direction of the Division of Tests and Technical Control, which analyzes and corrects every pot of metal before it is poured into new ingots. During the fiscal year 1932, a total of 8,901,766 pounds of type metal was remelted and standardized from time to time, an increase of 827,424 pounds over the amount of metal handled in the preceding fiscal year. In the standardizing of this metal, 155,249 pounds of correction metals were used. The dross totaled 62,665 pounds.

#### NOISE-ABSORBING CEILING IN MACHINE ROOM

Another improvement in the workrooms was the installation of a noise-absorbing ceiling in the monotype casting-machine room, which is 117 feet long and 68 feet wide. In this room are operated 130 casting machines, the combined noise of which was a severe strain on the 80 employees and a constant obstacle to efficient operation of the machines. The noise of the casting room was measured by the Bureau of Standards before and after the ceiling was installed and the report shows a substantial reduction of the noise intensity.

The caster men are now able to distinguish the sounds of their own machines and are better able to make proper adjustments. This has forestalled many stoppages and increased the production of the machines. The improvement was especially noticeable recently when 104 casting machines were on continuous composition at the same time for a period of 10 working days.

The smooth and flat surface of the new ceiling has also greatly improved the ventilation of the room.

#### LETTER OF APPRECIATION FROM EMPLOYEES

In appreciation of the improved conditions of the monotype casting room due to the new ceiling, the employees there sent the following letter of thanks to the Public Printer:

The undersigned employees of the monotype casting room wish to express to you our appreciation for the interest you have taken in our welfare and for the many improvements you have made looking to better working conditions and more efficient work.

The new sound-deadening ceiling recently installed has not only greatly reduced the noise in the room but has made a better looking room as well and will also greatly reduce the temperature during the hot months of summer.

We also remember the change from gas-heated to electric-heated melting pots which reduced the temperature in the room some 10° or 12°.

Also the exhaust fans that draw out the heated air and fumes from the room and the fans that force fresh air into the room.

We also have in mind the automatic metal feeders installed on each machine and the individual lights for each machine, both of which added greatly to our comfort.

Under these improved conditions we feel that we are better able to perform our duties than before these improvements were made.

Due to the success of the noise-absorbing ceiling in the casting room, it is planned to install similar ceilings in the linotype and proof rooms where the noises are also objectionable and detrimental to the work.

#### AIR-CONDITIONING OF WORKROOMS BEGUN

A start was made during the year in the air conditioning of larger workrooms to supplement the humidifiers installed in the pressrooms several years ago and the humidity and temperature controls of the laboratory testing rooms. Owing to its inaccessibility to outside air and light, the plate vault office in the basement was selected for the initial installation of complete air-conditioning equipment. The score of employees in the plate vault now have proper temperature and purified air in their workroom at all times. In a letter to the Public Printer regarding this improvement the employees of the Plate Vault Section thus expressed their thanks:

Words are inadequate to express our gratitude for the "air conditioner" recently installed in the office of the Plate Vault Section. The changing from the hot and dusty atmosphere to the present scientifically conditioned air is a blessing to all the employees of this section. Every one of us extends thanks and appreciation for your benevolence in making such a beneficial improvement in the working conditions in this office and wishes further that Divine Providence may grant you many times a bountiful return.

#### PLANS TO IMPROVE VACANT PROPERTY

Plans had been made to improve the vacant lot adjoining the new G Street extension, but after the property was acquired and cleared of dilapidated buildings the Comptroller General decided that no further expenditures could be made from the remainder of the \$1,250,000 that had been allotted to the Government Printing Office for an extension of its main building. Accordingly, the building fund has been closed with a balance of \$28,375 deposited in the Treasury.

It is essential, however, that the 5,608 square feet of idle land be made useful to the Government Printing Office. This can readily be done by an expenditure of not to exceed the balance in the building extension fund. The lot is suitable for a 1-story structure in which to store building materials and equipment that now occupy more valuable space elsewhere.



## NEED FOR A MAINTENANCE DIVISION

With the completion of the G Street extension and the numerous other building alterations that have been undertaken to meet modern requirements of production and plant efficiency, it seemed fitting to convert the Division of Construction and Maintenance into a Maintenance Division under the direction of a Mechanical Superintendent. Such an organization and its equipment are absolutely necessary to the proper functioning of a manufacturing establishment of the size and scope of the Government Printing Office.

The Maintenance Division as now organized supervises all engineering work relating to the buildings and their equipment, valued at approximately \$10,575,000; prepares specifications for all building alterations, new machinery and equipment; designs, constructs, and installs special machinery and equipment to meet unusual requirements; operates all equipment for power, heat, light, ventilation, refrigeration, compressed air, elevator, conveyor, and signal systems; and has charge of the cleaning and upkeep of the entire plant.

During the fiscal year 1932, the mechanical sections of the Maintenance Division handled 141,638 jobs ranging from minor trouble calls to large installations of machinery and equipment and extensive building alterations and construction work.

## NEW MACHINERY AND SHOP WORK

The Machine Section had 72,441 jobs to its credit for the year, including the installation of more than 60 new machines and the rearrangement of numerous machines in the bindery and pressrooms. By the salvaging of old parts and materials from which new parts were made, the Machine Section reports a saving of \$3,387.83.

The principal items of new machinery and equipment installed during the year are as follows:

Presswork Division: Two 64-page rotary web presses, equipped with wire stapling devices, to print, fold, and inset octavo work, replacing three worn-out 64-page presses; 1 dust-collecting device, to collect paper dust from one Record press, and with 3 outlets to permit of dust-collecting on two adjacent Record presses; 5 tabulating card presses; 1 machine for slitting paper rolls for tabulating card presses, with magnetic thickness gages for recording thickness of stock; 2 flat-bed web presses to print manifold forms in two colors on one side and one color on the other, perforate cross-wise and lengthwise, number, punch, rewind, and accordion fold in any size from 3½ to 15 inches; 1 combination winding and folding machine capable of rewinding from 1 up to 10 rolls into 1 roll, or

folding into accordion forms, and delivering into any size stock; 1 sheet-fed single-color offset press; 1 offset-plate graining machine; 4 automatic press feeders, making 113 in all; and 2 envelope presses with automatic open-flap feeders.

Printing Division: Two hundred and fifty steel type-high chases to lock up the Congressional Record for stereotyping, and 750 pieces of type-high steel furniture for the same purpose; 2 type mortisers that will mortise from 10 to 72 point on either or both sides; 1 slug bur-nishing machine; 1 monotype supercaster for casting large type, quotations, or metal-spacing material, making 2 of these machines in use; and 1 type projector for the accurate inspection of monotype type for alignment, etc.

#### NEW EQUIPMENT FOR BINDERY DIVISION

Bindery Division: One pneumatic book press, making 5 in all; 2 gluing machines for all kinds of bindery work, making 8 in all; 1 check-perforating machine; 2 safety trimmers, making 5 in all, one of these being equipped with a conveyor belt along which 4 wrappers can work; 1 pamphlet-wrapping machine, making 2 in all, to wrap for mailing the daily Congressional Record and like publications; 1 automatic feeder for continuous wire-stitching machines; 10 portable bundling machines, replacing 10 worn-out machines; 6 pneumatic signature presses, making 22 in all; 1 gang wire stitcher to stitch a multiple number of stitches in one operation; 1 single-head stitcher; 1 eyeleting machine; 1 hand-power roller-backing machine; and 2 semiautomatic book-back gluing machines to replace hand gluing.

Platemaking Division: One electrically heated cabinet with ther-mostatic control for keeping wax-molding cases at correct molding heat and ready for instant use at all times, 3 steam-heated ther-mostatically controlled wax kettles, and a stripping table.

#### ELECTRIC SIGNAL SYSTEMS INSTALLED

The Electrical Section recorded 33,316 jobs for the year. An especially interesting electrical installation was a signal system between several paper-trimming machines in the bindery and the waste-paper baling room in the basement, by means of which each machine operator can now notify the baling room of the class of cuttings and thus insure their proper handling.

Another new signal system was devised for the automatic belt conveyor and elevator system which operates between the offices and the storerooms of the Superintendent of Documents and the office and file room of the Superintendent of Accounts, a distance of about 500 feet. This system prevents too high loading and too close sending of boxes

and signals to the Electrical Section for immediate service in event of a tie-up at any transfer point, thus reducing the stops to a minimum of time.

The busiest year in its history was reported by the Carpenter and Paint Section with a total of 25,332 jobs. Painting of the interior of the main building was completed during the year in addition to the refinishing of considerable furniture and the painting of all automobile trucks a uniform color. In the making of 4,674 shipping boxes, the Carpenter Section reclaimed 157,467 feet of boards from old boxes and also used 262,094 feet of new lumber.

#### PIPE SECTION ALSO HAD A BUSY YEAR

The Pipe and Sheet-Metal Section was also kept busy with all the plumbing, piping, and duct work for many miles of hot, cold, industrial and drinking water, gas, compressed air, steam, ammonia, acid, and fire lines, and extensive ventilating, dust-collecting, and waste-paper-sorting systems.

In all, the Pipe and Sheet-Metal Section handled 8,026 jobs during the year. Important ones included the rearrangement of old pumps and air compressors and the installing of new pumps, refrigerating machine, and water heater in the power plant. Old metal shelving material was used to make 2,441 galleys for the storage of type.

The Building Section handled 2,536 repair and alteration jobs during the year. The principal construction work included a new office and scale pit for the weighmaster, remodeling of the offices of the Purchasing Agent, constructing rooms for ice and garbage storage, and reconstruction of flooring in the power plant and elsewhere throughout the plant.

#### POWER PLANT REEQUIPMENT COMPLETED

The reequipment and rearrangement of the power plant, which have been in progress for a number of years, due to its conversion into a substation of the Capitol power plant, were completed during the year. All the power-plant equipment, with the exception of three steam-driven vacuum pumps and a fire pump, is now consolidated on the first floor where it can be more efficiently operated than when part of the water pumps and heating equipment were located in the basement. Five centrifugal pumps were moved from the basement to the first floor of the G Street extension, and 6 new electrically driven centrifugal pumps were also installed there, replacing 3 old steam-driven reciprocating pumps.

New refrigerating equipment of 27-ton capacity to cool water for drinking purposes throughout the entire plant replaced an obsolete refrigerating system.



Due to the new equipment and other power-plant improvements, the operating cost showed a saving of \$4,673.02 for the year.

The installation of two Diesel engine-driven generator units, originally built for submarine service, was also completed during the year. These units have a combined capacity of 800 kilowatts and are primarily for stand-by service in case of a shutdown of the Capitol power plant. The value of this extra equipment was demonstrated on December 16, 1932, when the two engines were put into service within eight minutes after the Capitol power plant had reported a complete shutdown for an indefinite period.

#### SERVICE RENDERED BY CAPITOL POWER PLANT

During the fiscal year 1932, the Government Printing Office purchased 9,501,250 kilowatt-hours of electric current from the Capitol power plant, of which 1,703,089 kilowatt-hours were converted and charged to the City Post Office. The net consumption of electric current by the Government Printing Office, including current generated by Diesel engines, totaled 7,804,301 kilowatt-hours, an increase of 1,227,227 kilowatt-hours for the year.

There was also furnished to the Government Printing Office by the Capitol power plant a total of 61,107,677 pounds of steam, a decrease of 28,636,841 pounds from the amount of steam used in the preceding fiscal year. This decrease was due chiefly to replacement of steam-operated refrigeration and pumping equipment by electrically driven equipment.

The total payments to the Architect of the Capitol for electric current and steam furnished by the Capitol power plant during the fiscal year 1932 amounted to \$150,803.77, of which \$23,788.62 was reimbursed to the Government Printing Office by the City Post Office for its share of this service.

#### CONSUMPTION OF GAS AND WATER IN YEAR

Gas consumption during the year totaled 7,318,700 cubic feet, a decrease of 386,300 cubic feet. The cost was \$5,123.09. Gas is used almost exclusively for heating purposes in the metal room.

The Government Printing Office also used 161,591,700 gallons of water from the city mains, for which no charge is made by the District government. The water consumption for 1932 increased by 22,875,810 gallons, owing to the building extension and increased industrial requirements.

By dismantling its own power plant a number of years ago and obtaining steam and electrical current from the Capitol plant, the Government Printing Office effected an annual saving of approximately 400,000,000 gallons of water, which was obtained from the

city mains. The Capitol plant obtains its water direct from the river.

#### PURCHASING AGENT ACTIVE IN SAVINGS

In purchasing the vast amount of paper and other printing and binding materials, machinery, and supplies and equipment used by the Government Printing Office during the fiscal year 1932, the Purchasing Agent issued 8,719 contract orders and 19,700 open-market requests for a total expenditure of \$4,080,520.73.

Contracts for paper and envelopes awarded by the Joint Committee on Printing for the year beginning March 1, 1932, amounted to approximately \$560,000 less than the cost of similar quantities under contracts for the preceding year, a reduction of 15 per cent.

By anticipating orders under new contracts, obtaining lower open-market quotations, and other economies, the Purchasing Agent effected a further saving of \$40,070.10.

By trade-in allowances for old machinery, the Government Printing Office secured a reduction of \$305,183.06 in its purchases of new machinery costing \$2,018,565.03 during the last 10 years.

At the same time the Public Printer scrapped 85 obsolete machines purchased 10 to 40 years ago at a cost of \$236,773.75 and replaced them with more efficient equipment. The repairs on the discarded machines during the 10 years cost \$108,158.20, and they were deemed unfit for further use either by the Government Printing Office or by any other printing establishment having a proper regard for costs of production and quality of work.

The Delivery Section handled a total of 52,334,785 pounds of incoming freight, including 1,188 carloads of paper, 21 of boxes, 9 of machinery and material, and 5 of metal.

The outgoing freight totaled 9,615,782 pounds, including 196 carloads of postal cards weighing 7,860,797 pounds, 521,946 pounds of paper and envelopes for the Federal prisons, and 401,787 pounds of paper, envelopes, and printed supplies for the Panama Canal.

#### TESTS AND TECHNICAL CONTROL

The Division of Tests and Technical Control, including the testing and research laboratory, and the Ink, Metal, Roller and Glue Sections, expended \$160,208.38 during the fiscal year 1932, a decrease of \$3,133.56. The expenditures by sections were as follows: Laboratory, \$54,777.29; Ink, \$54,449.49; Metal, \$32,073.52; Roller and Glue, \$18,908.08. All the units showed a small but normal increase for the year, except the laboratory, which decreased its expenditures \$9,394.19.

During the year the Division of Tests and Technical Control had an average of 40 employees on its rolls, of whom 21 were in the

laboratory, 7 in the Ink Section, 9 in the Metal Section, and 3 in the Roller and Glue Section.

Tests were made of 7,840 samples of paper, envelopes, textiles, leathers, metals, glues, inks, ink-making materials, chemicals, oils, greases, and gasoline required in the work of the office. The tests caused the rejection of 420 deliveries for noncompliance with specifications, 355 being deliveries of paper, 30 of envelopes, and the remainder of miscellaneous materials.

#### LARGE REJECTIONS OF PAPER AND ENVELOPES

Rejections of paper amounted to 4,171,164 pounds, or 8.8 per cent of the total delivery of 47,132,350 pounds during the fiscal year 1932. The principal cause of these rejections was dirt, for which 1,623,918 pounds of paper were rejected or accepted at a penalty discount. Lack of opacity was the next chief cause for paper rejections during the year.

Envelope rejections totaled 3,803,225, or 7.9 per cent of the total purchases of 48,350,202 envelopes during the fiscal year. Deficiency in folding endurance was the chief cause for envelope rejection. One rejected delivery contained a mixture of ground wood and sulphite pulp instead of the specified kraft.

The Ink Section during the year produced 255,826 pounds of printing inks, 13,749 pounds of blue toner for inks, 1,914 quarts of ruling inks, and 14,384 quarts of writing inks. The production of printing inks in 1932 increased 69,941 pounds.

Included in the production of printing inks were 55,135 pounds of mimeograph black, an increase for the year of 9,396 pounds. Practically all of the mimeograph ink is made for other agencies of the Government. There was a slight decline in the production of writing inks, of which 11,743 quarts were furnished to other agencies.

#### COMMITTEE REPORT PROPOSED MAKING OF INK

The manufacture of printing inks was undertaken by the Government Printing Office about 20 years ago as the result of an investigation at that time by the Joint Committee on Printing. The committee's report contained the following statement:

The Joint Committee has made an extended inquiry into the manufacture and cost of printing inks and is of the opinion that this work can be done by the Government Printing Office at a considerable economy. The Bureau of Engraving and Printing has been manufacturing its inks for a number of years and has effected a very large saving thereby. Several large publishing houses also have advised the committee that they make their own printing inks at a much less cost than formerly paid other manufacturers for such inks. The Joint Committee on Printing caused several experiments to be made in the manufacture and use of inks and came to the conclusion that the Government could save fully 50 per cent by the manufacture of its own printing inks.



Printing-press rollers, also produced by a section in the Division of Tests and Technical Control, totaled 3,311 for the year and contained 26,564 pounds of roller composition. The year's increase in rollers was 613. A number of experimental rollers were made non-melttable by the use of paraformaldehyde and will be tested on Government presses. Rubber rollers were purchased for trial on other presses.

#### TABLET COMPOSITION FROM OLD ROLLERS

Tablet composition, made mostly from old rollers, and bindery glue totaled 76,367 pounds, a decrease of 7,590 pounds for the year. Considerable quantities of mucilage and electrotype soldering fluid are also made for office use.

The work of the Metal Section for the year is stated on pages 95 and 96 of this Report in connection with a description of the reconstruction of the metal room.

In addition to routine testing of materials and technical control over the production of various materials and their uses in the work of the Government Printing Office, the Division of Tests and Technical Control is engaged in extensive investigational work of benefit to the printing and related industries as well as to the Government.

Cooperative research work on the determination of paper acidity and deterioration of sulphite papers was done during the year with the Bureau of Standards of the Department of Commerce and the Bureau of Chemistry and Soils of the Department of Agriculture.

#### INVESTIGATION OF ELECTROTYPING PROCESSES

Investigational studies were also made of electrotyping and photo-engraving processes and materials. In the electrotyping field, interesting experiments are being made in depositing a silver film instead of graphite on wax molds for electroplating. This is an old idea, but there has been a revival of interest in it recently owing to satisfactory results that have been obtained in England which, if applicable to electrotyping, will make that process much cleaner than is now possible by the use of graphite.

Other improvements in electrotype molding now being installed are an electrically heated and automatically controlled wax case storage cabinet and a steam-heated stripping table and melting kettles with automatic temperature controls.

The developments in electrotyping were discussed by the Technical Director at the 1932 convention of the International Association of Electrotypers in St. Louis. In expressing appreciation of the cooperation of the Government Printing Office, Mr. H. G. Schwarz, chair-

man of the research committee of the Electrotypers Association, wrote the Public Printer, "The relations between your office and our association have always been most cordial and beneficial and we appreciate your cooperation at all times."

In photo-engraving research, additional studies are being made of substitutes for dragon's blood and a specification for standard collodion.

#### EXPERIMENTS IN CLEANING OFFSET PLATES

Important experiments are also being conducted in the use of a lithographic erasure solution for cleaning offset plates instead of regaining them by a mechanical process. A number of offset plates cleaned with chemicals have been used for short runs without regaining. Tests are under way to determine the best formula for the cleaning solution and to ascertain the number of times plates may be washed and used without regaining.

Cooperative research work was continued with the Employing Bookbinders of America in the study of binders board, book cloths, pyroxylin fabrics, bookbinding leathers, end papers, bronze stamping inks, and glucose-glycol paste; and with the American Newspaper Publishers Association in the study of news inks and newsprint paper.

#### RESEARCH REPORT TO EMPLOYING BOOKBINDERS

The fourth progress report of the Employing Bookbinders of America, by its research associate, Mr. F. R. Blaylock, was submitted at its annual convention in Baltimore, October 6, 7, and 8, 1932. In reviewing his work with the Government Printing Office, the research associate employed by the Bookbinders Association stated:

In this, the fourth progress report, I hope to show that the past year has been the most important and the most fruitful year thus far of the research work. The number of samples tested during the year was less than in the preceding year, 116 samples being tested as compared with 192 in 1931. These tests are exclusive of the tests made in the regular course of the research work and represent only a minor portion of the work done during the year.

Included among these samples are 26 samples of glue, 20 of book cloth and buckram, 19 of imitation gold or bronze leaf, 9 of paste, 9 of white cotton drilling, 8 of book-end paper, and a few samples each of laminated book board, super, binders board, chestnut wood pulpboard, dextrin gum, and pyroxylin-impregnated cloth. In addition numerous requests for information were received and answered.

Due to the fact that fewer samples were submitted for test during the year, more time was devoted to investigations directed by the research committee. Under the guidance of this committee a research program was developed which laid down certain lines of action covering the testing of samples for members of the association, the reporting of the test results, the method of handling research problems and reports, and provisions for future research work.

The first fruit of the research committee's efforts, after the development of the research program, was the preparation and distribution of a special "Request for Test" form devised to facilitate securing of information on samples sent in by members of the association. The research committee decided that no tests would be made unless full information was furnished with the sample.

Since the form has been in use the results have been very beneficial. The information so obtained has been helpful in answering requests for information on particular subjects since we were often able to cite tests on materials submitted by other members. The same information often can be used in connection with research problems. As time passes, the accumulated information will become more and more valuable for reference purposes. The research committee also distributed a "Request for Information" form for the use of members desiring information on any particular subject.

The need of definite specifications for bookbinding materials is becoming more and more apparent every day. Samples submitted for test show lack of information concerning the materials used in the bindery. The efforts of the research committee have been centered on the subject of specifications for bindery materials and this report outlines the progress that has been made.

#### ASSOCIATION TO CONTINUE RESEARCH PROGRAM

The research committee of the Employing Bookbinders of America in a letter to the members of that organization thus expressed its opinion of the benefits of having a research associate in the Government Printing Office:

Your committee is satisfied that having a research associate in the Government Printing Office, in the employ of the association, he will always be available for testing material that has been furnished to our members and thus determining whether it is in accordance with E. B. A. specifications and as ordered by the binder. This program will put the whole industry on a better basis and result in the manufacture of a better product, and, it is to be hoped, result also in lower costs of material.

The Bookbinders' Monthly for November, 1932, in publishing the proceedings of the Convention of the Employing Bookbinders of America and the report of its research associate on work done at the Government Printing Office during the year, states:

A very hearty appreciation of the research work was expressed and a desire that it should be continued for an additional period of three years.

#### ASSISTANCE TO AMERICAN NEWSPAPER PUBLISHERS

Commenting on the investigational work being done at the Government Printing Office for the American Newspaper Publishers Association, Mr. W. E. Wines, manager of its mechanical department, stated in his annual report to the 1932 convention:

The study of ink and paper at the Government Printing Office has been continued and has enabled the department to give valuable assistance to members with their ink and paper problems. The association employs a chemist at the



Government Printing Office, whose services in connection with paper and ink problems are available to members without charge. Those who wish to avail themselves of this service are requested to address the manager of the mechanical department.

A progress report on the study of news ink and newsprint by the Technical Director of the Government Printing Office, Mr. B. L. Wehmhoff, in cooperation with Mr. D. H. Boyce, research associate for the American Newspaper Publishers Association, and Mr. D. P. Clark, associate chemist of the Government Printing Office, was presented at the Sixth Mechanical Conference of the American Newspaper Publishers Association in Cincinnati, June 7, 8, and 9, 1932. The preceding annual conference had been held in Harding Hall of the Government Printing Office, June 1, 2, and 3, 1931, and was attended by about 200 mechanical superintendents of newspapers from various parts of the United States.

#### REPORT TO NEWSPAPER MECHANICAL CONFERENCE

In a foreword to his report of the 1932 conference at Cincinnati, Mr. W. E. Wines, manager of the mechanical department of the American Newspaper Publishers Association, says in part:

The story of the study of printing materials conducted jointly by the A. N. P. A. and Government Printing Office begins with the first Mechanical Conference, held at Harrisburg in June, 1927. At that meeting, E. O. Reed, then Chief of Tests of the Government Printing Office, gave an account of the work of the G. P. O. laboratory, with particular reference to the technical control of type metal.

A more important and more extensive investigation, dealing with newsprint and news ink and the relation of one to the other, was undertaken about eight or ten months later. Actual work was started by a circular letter mailed to all members by the mechanical department asking for samples of newsprint. In answer to this request, approximately 255 samples of newsprint, representing most of the United States and Canadian mills, and some in Europe, were received for test.

#### CHEMIST EMPLOYED IN GOVERNMENT LABORATORY

The laboratory staff of the G. P. O. had done all the analytical work on the type-metal samples, but as the study of ink and paper was an undertaking of much greater magnitude, George H. Carter, Public Printer, stipulated that the A. N. P. A. should select and pay the salary of a chemist who would devote his time to this work at the G. P. O. laboratory under the general supervision of the Technical Director. \* \* \* The present incumbent, D. H. Boyce, has devoted his time to the paper and ink investigations since September 1, 1929. All this investigational work has, of course, been carried on under the supervision of the mechanical committee and the manager of the mechanical department.

Mr. Boyce has devoted a considerable part of his time during the last year to making tests on paper and ink for A. N. P. A. members, thus making practical application of the knowledge gained through the research study, which service has been of real value to the members who have availed themselves of this opportunity.

The purpose of writing this little story as an introduction to the latest report on the paper and ink investigation is to acquaint members of the fact that the Association has a chemist on its pay roll, stationed at the G. P. O. laboratory, whose services are available to any member, without charge, in connection with paper and ink problems. Please note that correspondence relating to this phase of Association activity should be addressed to the Mechanical Department, 370 Lexington Avenue, New York, rather than to Mr. Boyce or the Government Printing Office.

#### CONFERENCE OF NEWS-INK AND NEWSPRINT MAKERS

A conference of news-ink and newsprint-paper manufacturers with representatives of the mechanical department of the American Newspaper Publishers Association and the Government Printing Office was held at the Government Printing Office on October 12, 1932, with about 40 in attendance from various parts of the United States, Canada, British Columbia, and Newfoundland. Methods of analysis, value of different tests, and means of conveying the results to nontechnical men were discussed. A tentative program was prepared for further consideration of a uniform system of testing news inks and reporting the results. The agenda of the conference included the following subjects:

##### PAPER

1. Practicability of reducing percentage of sulphite to improve printing quality.
  - (a) What, from the paper-makers' standpoint, is the lowest permissible percentage?
  - (b) Will less sulphite dangerously decrease strength of paper?
2. Desirability and effect of filler.
4. Importance of surface finish.
  - (a) Is surface governed by calendering or by the finish or both?
  - (b) What are the elements in manufacturing which account for a hard or a soft sheet?
  - (c) Practical value of the Bekk surface tester.
  - (d) Possibility of establishing a standard for surface.
5. Factors which affect absorption of ink and strike through.
6. How can opacity be increased?
  - (a) What is the best method of measuring opacity?
  - (b) Does formation affect opacity?

##### INK

1. Factors which affect strike through.
  - (a) Oils.
  - (b) Toners.
  - (c) Pigments.
  - (d) Grinding.
2. Toners.
  - (a) What is the most satisfactory toner available?
  - (b) What are the recommendations of the manufacturers concerning the use of toned inks on newsprint of different shades of white?
  - (c) Is the use of toned inks increasing or decreasing?

3. Ink misting.

(a) What causes misting?

(b) How can it be lessened or eliminated?

PUBLIC PRINTER APPOINTED HONORARY MEMBER

The general manager of the American Newspaper Publishers Association, Mr. L. B. Palmer, recently advised the Public Printer that its president, Mr. Howard Davis, of the New York Herald Tribune, had expressed the hope that the Public Printer would accept appointment as an honorary member of the mechanical committee of the American Newspaper Publishers Association. Replying to the Public Printer's acceptance of this honor and privilege, Mr. Palmer wrote on October 28, 1932:

You have always cooperated with us so fully in the past whenever we have made requests for your aid, and it is a real pleasure to know that you will continue your hearty cooperation in the future.

COOPERATION WITH TEXAS SCHOOL-BOOK DIVISION

The free textbook division of the Texas department of education has adopted specifications and standards for the manufacture of its schoolbooks as a result of assistance and information furnished the Texas State officials by the Technical Director and the Superintendent of Binding of the Government Printing Office at the direction of the Public Printer. In a letter of thanks, Mr. R. D. Henderson, manager of the Texas free textbook division, at Austin, wrote the Public Printer on August 11, 1932, as follows:

I sincerely appreciate the cooperation that I have received in this work from your office and from the Bureau of Standards. Without such cooperation and assistance from authorities, I would have been unable to complete this work. I trust that I may continue to have the cooperation and assistance of the Government agencies in my attempt to improve the mechanical construction of textbooks furnished the pupils.

SERVICE TO CHRISTIAN SCIENCE PUBLICATIONS

Another testimonial of the value of the service that the Government Printing Office is rendering the printing industry through its technical research and information is the following letter of May 9, 1932, from the superintendent of production of the Christian Science Publishing Society at Boston:

We have been able to profit by the analyses you made for us and the formula for news ink to an appreciable extent. You may be interested to know that while we have felt that there was an advantage in a blue toner in adding life to halftone cuts, the little loss that there has been in cutting the toner down considerably has been offset by a clear-cut black that is pleasing to our advertisers, and a clear black, of course, is more legible in the reading matter.

We are very grateful for the service that we have received from your department, a service that has given us a better understanding of inks and paper and has resulted in the saving of a considerable sum.



## PRAISED BY HEAD OF THE CARNEGIE SCHOOL

In a letter of appreciation from Prof. David Gustafson, head of the department of printing, Carnegie Institute of Technology, to the Public Printer, June 20, 1932, is the following statement concerning the Government Printing Office and the Division of Tests and Technical Control:

At the end of the academic year I find, on reviewing the events of the past few months, that I have neglected to write you a letter of appreciation of the service rendered our Department of Printing some time ago by Mr. Wehmhoff, your Technical Director. He gave his audience a broad view of the problems which you are attempting to solve in your Division of Tests and Technical Control. I know that the faculty and student body obtained a clear idea as to the major emphases in your research work.

Friends of the Government Printing Office in this part of the country are hoping that nothing will be done to impair the usefulness of your great institution. During the past few years many of us have come to look to the Government Printing Office for leadership in the matter of scientific research in its application to printing processes and materials, and we feel that much harm would be done to the industry itself were the activities of your experiment station to be curtailed in the interest of economy.

## COMMENDATION BY LEADERS IN INDUSTRY

Among other commendations by leaders in the printing industry, the following were received during the year:

From the secretary of the Printing Industries Division, American Society of Mechanical Engineers, Mr. Edward Pierce Hulse, of New York:

I have just finished reading through your fine report. It is extremely interesting, not only to those in the printing industry, but I should judge should be of great interest to all those concerned with management and modern factory production.

By following the financial reports and the description of processes, it is seen that this department is run as a modern business that must report profits to its owners if possible. You have adopted the latest machines and the plant is following the proper production methods and the most recent printing processes—and yet nothing has been installed or adopted that has not been tried and proved.

I have studied obsolescence as few others in the industry have been given the opportunity, having for seven years in the recent past been at the head of the largest merchandising department in the printing industry, and I can well see from the report that no machine has been permitted to remain that does not sustain its profitable production load and yet new equipment has had to prove its way by engineering principles before it is permitted to replace an older machine.

It seems to me, viewing it as one who first practiced what was then called "efficiency engineering" over 20 years ago, that here is a model plant run in a strictly businesslike way—one that may well serve as a pattern for manufacturing plants even in other lines of production.

Permit me to congratulate you upon the fine showing presented, and also to say that the Government departments making use of the printing office might well be congratulated too in having so remarkable a production plant at their command.

From the first vice president of the United Typothetæ of America, Mr. John R. Demarest of New Haven, Conn.:

As an active and interested member of the United Typothetæ of America I know that the cooperation between our production management department and your organization has been of great benefit to our industry.

I trust that we may have the benefit of many more years of your active and able management of the Government Printing Office.

From a former president of the Employing Bookbinders of America, Mr. Raymond E. Baylis, of New York:

I have been much interested in the work of the Public Printing Office for the last 25 years and to my mind you have been the outstanding Public Printer during that period.

It is my personal wish and that as a citizen, that you be permitted to continue this wonderful job which you have carried on so well.

#### TRIBUTE FROM THE LATE JUDGE OMMEN

From the general counsel of the Employing Bookbinders of America, Judge Alfred E. Ommen, of New York, whose recent death was a great loss to the bookbinding and printing industries which always held him in the highest esteem as a wise counsellor, loyal friend, and stalwart citizen:

I am more than ever impressed with the splendid progress being made by the Government Printing Office under your management and direction.

It is a fine record of achievement and I congratulate you most heartily upon it.

From the vice president and general manager of the Harris-Seybold-Potter Co., Mr. Thomas R. Jones, now president of the American Typefounders Co., of Jersey City:

Without the slightest thought of handing you any verbal bouquets I want to say that the United States Government Printing Office as it is now operated is a marvel to me. I am particularly interested in your laboratory work.

#### GOVERNMENT APPRENTICE SCHOOL

The number of apprentices in training in the Government Printing Office on December 1, 1932, was 139, which was 61 less than the maximum number authorized by law.

Owing to the great number of journeymen out of work in the printing trades, the Public Printer has suspended the appointment of additional apprentices for the time being and is using the funds thus saved in the employment of qualified journeymen who are in need of work. No apprentices have been appointed since January 18, 1932, and only six were selected during the preceding year.

There are approximately 240 eligibles for apprentice appointments on the civil-service register of the examination held in 1930, when 542 qualified out of 1,687 applicants.

In the last fiscal year 23 apprentices completed the 4-year course of training and were promoted to their respective trades in the Government Printing Office, 14 as printers and 9 as bookbinders. From July 1 to December 1, 1932, 30 more apprentices finished their training and were promoted to vacant journeymen positions, with the approval of the President as provided in the Economy Act. Thirteen other apprentices will be eligible for similar positions before July 1, 1933, the Executive order covering 31 printers, 6 pressmen, 5 bookbinders, and 1 photo-engraver.

Under the Economy Act no other change in the pay status of apprentices can be made during the present fiscal year.

#### TENTH ANNIVERSARY OF APPRENTICE SCHOOL

On July 5, 1932, the Apprentice School completed the tenth year of its reestablishment by the present Public Printer. In the 10 years there have been 488 appointments of apprentices to the trades of printers, pressmen, bookbinders, electrotypers, stereotypers, photo-engravers, and machinists in the Government Printing Office, and 266 have completed the 4-year course of training for promotion to their respective skilled trades.

The tenth anniversary was appropriately observed by a gathering of several hundred graduates of the Apprentice School and other interested employees in the Green Room of the Government Printing Office on July 5, 1932, when the following resolution was presented to the Public Printer by the president of the Government Printing Office Alumni Association, Mr. John M. Devlin, on behalf of his fellow members:

Whereas July 5, 1932, will mark the tenth anniversary of the resumption of apprentice training at the Government Printing Office; and

Whereas through the foresight, effort, and sympathetic understanding of Hon. George H. Carter, Public Printer, in establishing the Government Printing Office School of Apprentices an opportunity was afforded American youths to embark upon a worth-while career; and

Whereas with the passing years the graduates of the Government Printing Office School of Apprentices appreciate to a greater extent the opportunities afforded them: Therefore, be it

*Resolved*, That the Government Printing Office Alumni Association does hereby express its appreciation to the Hon. George H. Carter; and be it further

*Resolved*, That this testimonial be presented to the Hon. George H. Carter, together with a fitting token, evidencing the high esteem in which he is held by the Alumni Association and expressing the lasting gratitude of its members.

#### GRADUATING EXERCISES FOR CLASS OF 1932

The graduating exercises for the Class of 1932 were held in Harding Hall of the Government Printing Office on the evening of September 15. Forty-one apprentices who had satisfactorily completed



their training were presented the customary certificates entitling them to appointment to the following trades in the Government Printing Office: Printers, 25; pressmen, 3; bookbinders, 12; and photo-engraver, 1.

## PRESENTATION OF THE SCHOOL DIPLOMAS

One thousand persons attended the exercises, which were presided over by the Deputy Public Printer, Mr. John Greene, who has general supervision of the Apprentice School. Assisting Mr. Greene in the presentation of the diplomas was the Chief Instructor, Mr. Burr G. Williams. The program was as follows:

MARCH—*Under the Double Eagle*-----Wagner  
 Government Printing Office Orchestra, W. C. Buckingham, *Director*  
 INVOCATION-----Rev. James Shera Montgomery, D. D., Chaplain of the  
 House of Representatives  
 REMARKS-----Mr. John Greene, Deputy Public Printer  
 XYLOPHONE SOLO—*The Waterfall*-----Stobbe  
 W. I. Jacoby, Government Printing Office Orchestra  
 ADDRESS—*Two Great Slogans*-----Mr. Fred J. Hartman, Director U. T. A.  
 Department of Education  
 HIGH LIGHTS OF THE FOUR YEARS-----Mr. Robert B. Wall, President of the  
 Graduating Class  
 PRESENTATION OF DIPLOMAS-----Mr. John Greene, Deputy Public Printer  
 FINALE—*Anchors Aweigh*-----Zimmerman  
 Government Printing Office Orchestra

## CLASS SOUVENIR AND AN "APPRECIATION"

An attractive souvenir of the occasion was printed by offset in the form of a brochure containing an individual photograph of each member of the graduating class and a memorial page fittingly dedicated to Drury R. Colfer, who died while serving his apprenticeship. The class booklet also contained the following "Appreciation":

In striving to attain those high ideals of master craftsmanship, the goal of everyone who in truth is a student of the Art Preservative, the members of the Class of 1932 of the United States Government Printing Office School of Apprentices have not always found the journey easy and the pathway smooth.

To those instructors who, by precept and example, by kindly word and patience, have shown a sympathetic understanding that has helped us on our way, we express our sincere thanks.

Especially do we recall with grateful appreciation the untiring efforts in our behalf of the Hon. George H. Carter, Public Printer, who by his splendid leadership has always been an inspiration for better work and greater achievements.

The Apprentice Section, through its schoolroom training and the work of apprentices in other divisions, contributed its full share to the production records of the office during the fiscal year 1932. The printer apprentices were credited with setting 91,458,100 ems of type, an increase for the year of 43,302,000 ems. They also devoted

76,166 hours to office corrections of proofs, an increase of 17,398 hours on that work. The time turned in by printer apprentices for the various operations of their trade totaled 251,664 hours for the year, an increase of 30,487 over the preceding year.

Pressmen apprentices spent 37,873 hours learning their trade, an increase of 2,267 for the year. Bookbinder apprentices had 42,431 hours to their credit, a decrease of 18,907 due to fewer bookbinder apprentices. Apprentices of the Platemaking Division, including electrotpe molders and finishers, stereotypers, and photo-engravers, totaled 21,881 hours, an increase of 154. Machinist apprentices were employed 7,701 hours, an increase of 1,141 for the year.

#### APPRENTICE WORK OFFSETS SCHOOL COST

The total chargeable work done by apprentices during the fiscal year 1932 amounted to \$228,828.79. The total expenditures for the Apprentice School, including compensation of all apprentices, instructors and their assistants, and a proportionate share of the general overhead charges, amounted to \$318,515.93. Deducting the amount of chargeable work done by a daily average of 183 apprentices shows the net cost of apprentice training for the year to be \$89,687.14, or approximately \$490 for each apprentice, which will be fully earned by production in subsequent training years.

In addition to trade training, the apprentices are required to devote several hours each week to classroom studies selected to fit them for more intelligent workmanship. The most essential of these studies is that of English grammar and composition, for which the educational supervisor, Mrs. Pauline K. Dodge, has compiled a textbook for use exclusively in the Government Printing Office school.

#### SCHOOL PRINTED ITS OWN TEXTBOOK

This excellent textbook, published in 1932, contains extracts and quotations from several other educational publications by courtesy of the copyright owners, whose generous service to the Apprentice School is acknowledged with sincere thanks. The composition of the 212-page textbook, including numerous diagrams, was the creditable work of printer apprentices.

The deep interest that the apprentices have taken in the lessons provided for their further education is shown by the fact that 18 of them attained efficiency ratings above 90 in the first semester of the last school year and 20 were similarly rated in the second semester. In the first semester 43 apprentices had averages between 80 and 90. The efficiency rating of the entire school for the year was 84.7 per cent.

The following quotation, expressing the need of educational training of apprentices in the Government Printing Office, is from the annual report of the Chief Instructor:

Success in printing as a trade requires, among other things, a working knowledge of English grammar and composition, a mastery of spelling of words and their syllabication, and a more-than-average familiarity with facts of history, sociology, economics, and the physical sciences, so that copy may be handled with an eye to accuracy of subject matter as well as skillful typesetting.

The requirement by the Civil Service Commission of at least a common-school education, with preference being given to those who have one or more years of high-school training, failed to produce many boys possessing even the rudiments of such basic knowledge. The attempt to effect a remedy by requiring apprentices to attend classes in city night schools also left much to be desired. To meet this emergency, the Public Printer established in the Apprentice School an academic course, which has been in operation during the last two years, and has proved of much value to the apprentices.

The course of study includes grammar, history, and mathematics, the scholastic year running concurrently with the public-school period in Washington. One-half hour on separate days is given to each subject for presentation of lesson, study and written work being performed at home and submitted to educational supervisor on same days of following week.

#### SCHOOL LECTURES BY OFFICE SUPERVISORS

Another new feature of apprentice training was the institution of a regular course of lectures by supervisory officials, who gave 19 talks on trade subjects during the year. The apprentices also heard a special address relating to the exhibition by the American Institute of Graphic Arts of Fifty American Books of the Year, Fifty British Books, and specimens of Printing for Commerce, which were on display in Harding Hall. Another lecture of special interest to the apprentices was delivered by Mr. Gilbert P. Farrar, typographic counsellor for the Intertype Corporation and the Condé Nast publications, who discussed Type Faces: Their Selection and Uses.

Several members of the school were guests of honor at the apprentice-night meeting of the Washington club of Printing House Craftsmen and were accorded high praise for their talks on the advantages of training in the Government Printing Office school.

#### CONFERENCE ON PRINTING EDUCATION

Of inspiration and service to the Apprentice School and also to the entire Government Printing Office was the Eleventh Annual Conference on Printing Education, which was held in Harding Hall, June 27, 28, and 29, 1932, under the auspices of the United Typothetæ of America. One hundred and fifty teachers and leaders in printing education were present from all parts of the country, and a large number of other persons interested in printing attended the



public meetings on two evenings of the conference. The director of the U. T. A. department of education says in his report, "The conference was in many respects the most successful ever held."

The program of the conference, the theme of which was, Printing, the Mother of Progress presented by 38 speakers of authority on printing educational subjects, was as follows:

*Monday, June 27*

Chairman: John J. Deviny, General Secretary of the United Typothetæ of America, Washington, D. C.

Registration: In Harding Hall.

Greetings:

The Hon. George H. Carter, Public Printer, United States Government Printing Office, Washington, D. C.

The Hon. Alvin W. Hall, Director, United States Bureau of Engraving and Printing, Washington, D. C.

Dr. J. C. Wright, Director, Federal Board of Vocational Education, Washington, D. C.

Printing, the Mother of Progress: Edward B. Passano, Waverly Press (Inc.), Baltimore, Md.

Education's Obligation to Printing: Dr. William E. Grady, Associate Superintendent of Schools, New York City.

High Lights of the Government Printing Office: Capt. E. S. Moorhead, Production Manager, Government Printing Office.

Luncheon: Cafeteria, Government Printing Office.

Educational Tour Through the Government Printing Office.

Unveiling and Judging of Exhibits: In charge of Wm. D. Hall, Director of Production Management, United Typothetæ of America, Washington, D. C.

(a) Courses of Study: In charge of R. A. Loomis, Instructor of Printing, Dickinson High School, Jersey City, N. J.

(b) Specimens of Layout and Design and Linoleum Block Printing: In charge of Allan Robinson, Principal of the Ottmar Mergenthaler School of Printing, Baltimore, Md.

(c) Foreign Exhibits of Fine Printing and Paper: In charge of Chester A. Lyle, Instructor of Printing, McKinley High School, Canton, Ohio.

A Look Back: The story of the Vollbehr Collection of the Incunabula, by Frederick W. Ashley, Chief Assistant Librarian of the Library of Congress, at evening session in the Coolidge Auditorium, Library of Congress.

The Incunabula Exhibit at the Library of Congress.

*Tuesday, June 28*

THEME: Progressive Steps in Printing Education

Chairman: Dr. J. D. Blackwell, President of National Association of State Directors of Vocational Education; Director of Vocational Education of Maryland, Baltimore, Md.

Training Consumers—The New Trend in Printing Education: Harry L. Gage, Mergenthaler Linotype Co., Brooklyn, N. Y.

Practical Lessons from Recent Surveys of Printing Education.

(a) The New York City Survey: J. Henry Holloway, Principal of the Central Printing Trades Continuation School, New York, N. Y.

(b) The California Survey: L. L. Ingraham, Instructor in Printing, Santa Barbara High School, Santa Barbara, Calif.

(c) A Nation-wide Survey: Carl G. Bruner, Wichita High School East, Wichita, Kans.

(d) The Conference Survey for 1931-32: David Gustafson, U. T. A. Professor of Printing, Carnegie Institute of Technology, Pittsburgh, Pa.

Printing Education Week in 1933: Ira D. Pilliard, Head of the Printing Department, Milwaukee Vocational School, Milwaukee, Wis.; Chairman of the Educational Commission, International Association of Printing House Craftsmen. Echoes from 1932 Observances (from the floor).

Methods of Teaching: (Printed papers with discussion from the floor.)

(a) *Hand Composition*: E. E. Vosburg, Head of Department of Printing, McCall Evening Vocational School, Philadelphia, Pa.

(b) *Machine Composition*: Burt F. Tomlinson, Head Instructor of Machine Typesetting in the Central Printing Trades Continuation School, New York, N. Y.

(c) *Presswork*: Thomas E. Dunwoody, Director of Technical Trade School, Pressmen's Home, Tenn.

(d) *Related Subjects*: Merritt W. Haynes, Education Department, American Type Founders Co., Jersey City, N. J.

(e) *Production Work as a Teaching Aid*: Allan Robinson, Principal, Ottmar Mergenthaler School of Printing, Baltimore, Md.

Luncheon: Cafeteria, Government Printing Office.

Pilgrimage by Boat to Mount Vernon, Va., the Home and Burial Place of George Washington.

#### BICENTENNIAL DINNER

Harding Hall, Government Printing Office.

THEME: Printing in the Life Nation.

Toastmaster: William John Eynon, Byron S. Adams Printing Co.; President of Typothetæ of Washington, D. C.

George Washington the Nation Builder: M. Clyde Kelly, Member of Congress from Pennsylvania.

The Public School and Industry: Dr. Stephen E. Kramer, First Assistant Superintendent of Schools, Washington, D. C.

Benjamin Franklin, Printer: William Pfaff, Searcy & Pfaff (Ltd.), New Orleans, La., President of the United Typothetæ of America.

Announcement of Winners in Printing Exhibit Contests. Committee: Harry Hillman, Editor of Typothetæ Bulletin; Clark R. Long, Third Vice President, International Association of Printing House Craftsmen, and Assistant Director of United States Bureau of Engraving and Printing; and Gerald A. Walsh, Executive Secretary of the Typothetæ of Washington, D. C.

Motion Picture: Depicting Incidents in the Life of George Washington.

Pageant Play: Printers to George Washington and the American Congress.

Wednesday, June 29

THEME: Keeping Step with Educational and Printing Progress

Chairman: J. Elmer Zearfoss, Director of Manual Training, Public Schools of Washington, D. C.

New Trends in Education: Maris M. Proffitt, Educational Consultant and Specialist in Guidance and Industrial Education, United States Office of Education, Washington, D. C.

Technical Advancement—Equipment, Processes, Research: Ernest F. Trotter, Editor of Printing, New York, N. Y.

Recent Text and Reference Books for the Teacher of Printing: Otto W. Fuhrmann, Director of the Division of Graphic Arts, New York University, New York, N. Y.

How and Why Printing Instruction Ought to Be Evaluated: John E. Fintz, Assistant Supervisor of Manual Arts, Public Schools, Cleveland, Ohio.

Review and Analysis of 1932 Tileston & Hollingsworth Calendar: Laurance B. Siegfried, Editor of the American Printer, New York, N. Y.

High Lights of the United States Bureau of Engraving and Printing: Clark R. Long, Assistant Director of the Bureau.

Report of the Committee on Resolutions.

Luncheon: Cafeteria, Government Printing Office.

Educational Tour of the United States Bureau of Engraving and Printing.

#### PUBLIC PRINTER THANKED BY CONFERENCE

A resolution adopted by the conference on printing education was transmitted to the Public Printer by the director of the U. T. A. department of education, Mr. Fred J. Hartman, with the following letter dated July 2, 1932:

The Eleventh Annual Conference on Printing Education, held at Harding Hall, Government Printing Office, June 27-29, 1932, was the most outstanding conference of its kind ever held under the sponsorship of the United Typothetæ of America. Much of the success of the conference was directly due to your personal interest.

I am happy, therefore, to transmit to you the following resolution, adopted by the conference:

"Whereas the printing education conference now closing has surpassed all preceding conferences in many respects; and

"Whereas the success of the meeting has been due in no small measure to the ideal setting in which it has been held, and particularly to the most cordial cooperation of the Public Printer and his associates: Therefore be it

"Resolved, That the sincere appreciation of the conference be expressed to Hon. George H. Carter and his associates in the Government Printing Office for their many manifestations of genial hospitality. Mr. Carter has thrown open his official home to us, he has welcomed us at each session from early morning till late into the night, he has extended the use of Harding Hall and has invited us to break bread with him. In his gracious way he has made us feel that he was interested and that he wanted us. The facilities of his business offices have operated in our favor, and the beautiful program printed for the conference will be a visible token of the many contributions Mr. Carter has made to the success of the best of our printing teachers' conferences."

It goes without saying that those are my sentiments also.

#### REVIEW BY THE TYPOTHETÆ BULLETIN

From an interesting review of the Conference on Printing Education by the Typothetæ Bulletin of July 15, 1932, the following is quoted:

The Eleventh Annual Conference on Printing Education has passed into history, but it has left the feeling, very distinctly, that not only has printing education made remarkable strides in recent years under the effective leader-



ship of the United Typothetæ of America, working through the committee on education and the Department of Education, but also that under this leadership the very near future will see further pronounced advances in instruction as it applies to the printing industry.

It was a highly encouraging conference. In spite of existing economic conditions, more than 100 instructors of printing were present for the three days of sessions. Through the kindness and courtesy of that good friend of printers, Public Printer George H. Carter, the beautiful Harding Hall at the Government Printing Office was made available for the sessions as well as the exhibits, and it made a wonderful setting for such an event.

In addition to having the opportunity to make educational tours, under the most favorable auspices, through the Government Printing Office and the Bureau of Engraving and Printing, and a pilgrimage to the Nation's Shrine at Mount Vernon, those present were given two other unusual treats.

First, the meeting at the Library of Congress, at which the Chief Assistant Librarian, Frederick W. Ashley, told the story of the Vollbehr Collection of Incunabula, following which there was the opportunity to view the exhibits, a number of special items of the collection being displayed for the occasion.

Second, the bicentennial dinner, held in Harding Hall, at which Wm. J. Eynon, president of the Typothetæ of Washington, D. C., acted as toastmaster; Congressman M. Clyde Kelly delivered a stirring address on George Washington the Nation Builder; Dr. Stephen E. Kramer, of Washington, spoke on The Public School and Industry, and President William Pfaff, of the United Typothetæ of America, spoke on Benjamin Franklin, Printer.

#### PLAYLET PRESENTED BY WASHINGTON PRINTERS

The addresses were followed by a motion picture depicting scenes in the life of George Washington; also a 1-act playlet entitled "A Rush Job for Freedom," the parts in which were taken by members of the printing industry in Washington and members of the U. T. A. staff. This playlet was written especially for the occasion by Miss Beatrice Lewis, a student of drama at Carnegie Institute of Technology, under the direction of Prof. C. M. Wallace, and was based on the historical story, *Printers to George Washington and the American Congress*, which was written by Herbert Kerkow, and appeared in *The Inland Printer* for July, 1928.

The exhibits deserve special mention and commendation. Flanked on one side by the special display arranged from the personal collection of Public Printer Carter, which had been allowed to remain for the occasion, and on the other by the foreign exhibits of fine printing and paper collected by Chester A. Lyle, instructor of printing at the McKinley High School, Canton, Ohio, the various displays of typographic printing, linoleum block printing, and specimens of layout and design, received a great amount of attention and inspection, and made an unusual setting for the conference.

A beautiful program, produced entirely by the Apprentice Section of the Government Printing Office, was furnished the conference through the courtesy of Public Printer Carter. Excellently designed and printed, showing splendid craftsmanship throughout, this program presents evidence of the high character of training that is being given those who are to handle the printing for our Government in the future.

Mr. Edmund G. Gress, a noted authority on typography, also pays tribute to the printing of the conference program with the following observations in the August number of *The American Printer*:

I have just looked over the program of the Annual Conference on Printing Education, held this year at the Government Printing Office at Washington,

and am greatly pleased at the high typographical quality. The book was produced entirely by the young men of the Apprentice Section of the Government Printing Office, and speaks well for the instruction they are being given.

#### TRIBUTE TO THE VOLLBEHR COLLECTION OF BOOKS

Another publication of the Government Printing Office relating to the conference on printing education contains a fascinating account of the Vollbehr collection told by Dr. Frederick W. Ashley, Chief Assistant Librarian of the Library of Congress, at an evening session in Coolidge Auditorium of the Library of Congress where the printing educators were permitted to inspect some of the treasured fifteenth-century books and the marvelous copy of the Gutenberg Bible. As Doctor Ashley's address was an authoritative description and history of the famous collection of more than 3,000 rare books, including the Gutenberg Bible, for the purchase of which Congress appropriated \$1,500,000, the Public Printer offered to endeavor to print the address in a form befitting that notable event.

Conforming to the style of the famous Bible, the address was set in 14-point Cloister black type made up in 2 columns of 42 lines each to the page. The types were set by hand and shaved to obtain the close-fitting effect and color mass of fifteenth-century printing. All the initial letters were specially designed and illuminated with red or blue to conform to those of the Gutenberg Bible in the Library of Congress. The type pages, 6½ by 8¼ inches in size, were printed on 10 by 13-inch leaves to provide properly balanced margins.

An appropriate title-page was designed with an illustration of an ancient printing office, and a similarly suitable tailpiece was also specially drawn by an artist in the Government Printing Office.

Three full-page illustrations were reproduced by the offset process. They show Doctor Vollbehr exhibiting the Book of Books, its departure from the St. Paul Monastery in Austria, and its final resting place in the Library of Congress. The text is letterpress printing with special ink made by the laboratory of the Government Printing Office.

#### ONLY 420 COPIES OF THE ARTISTIC FOLIO PRINTED

In all, 420 copies of the 32-page folio were printed on handmade paper and artistically bound in parchment, the cover bearing the title "The Vollbehr Incunabula and the Book of Books," and a profile medallion of Gutenberg, embellished in two colors. Each copy was hand sewed and inclosed in a handmade case.

Upon completion of the limited edition, the type was remelted so that no more copies can be printed. The Superintendent of Documents has placed the available copies on sale at \$10 each to cover the cost of the unusual undertaking.

The Vollbehr folio was designed and printed under the personal direction of the Public Printer, assisted by William A. Mitchell, Superintendent of Planning, and Samuel H. Musick, Senior Planner. The hand setting, shaving, and spacing of the machine-cast types was the work of Curtis C. DeNeane, head compositor in charge. L. K. Johnson, Assistant Foreman, was in charge of the presswork, and credit for the bookbinding is due to Joseph B. Fitzpatrick. The art work was done by Warren W. Ferris, printing designer in the Planning Division.

The widespread press comments on this publication have been highly complimentary and the Public Printer has received many letters from distinguished authorities on printing, expressing their admiration for this notable product of the Government Printing Office.

#### EXHIBITIONS OF FINE PRINTING

The American Institute of Graphic Arts placed on exhibition in Harding Hall last April its Fifty American Books of the Year, Fifty British Books, and specimens of Printing for Commerce. The 50 American books were selected by institute judges from 650 submitted by 140 publishers, private and college presses, book clubs, and printers. The 50 British books were selected by members of the First Edition Club, of London. The 170 specimens of Printing for Commerce were presented as standards of craftsmanship, art, and mechanical processes.

The exhibition, which continued in Harding Hall from April 18 to 30, 1932, was formally opened with a public meeting of the Washington Club of Printing House Craftsmen and an address by Mr. Lester Douglas, a vice president of the American Institute of Graphic Arts and director of art and typography for Nation's Business, the official magazine of the Chamber of Commerce of the United States. Mr. Douglas's subject was The Battle of the Fifty Books, an account of his experiences as one of the judges for the American Institute of Graphic Arts, which he illustrated with stereopticon views.

#### PUBLIC PRINTER EXHIBITS HIS COLLECTION

Another printing exhibit in Harding Hall during the year was the display of 357 specimens from a personal collection by the Public Printer, including fine book printing and color work by notable printers in England, France, Germany, Sweden, Poland, Finland, Holland, Japan, Australasia, India, Soviet Russia, Ceylon, Canada, and the United States.



The first plan was to have this exhibit continue only from May 16 to June 4, but by special request it was extended through the sessions of the conference on printing education and the convention of the International Association of Printing House Craftsmen. A large number of visitors and employees expressed a desire to make a more extended study of these unusual specimens of printing and book-binding. Many delegates to the Craftsmen's international convention which met in Washington August 22, 23, and 24, 1932, inspected the Government Printing Office and the exhibits in Harding Hall.

In appreciation of the courtesies shown the delegates, the secretary of the International Association of Printing House Craftsmen addressed the following letter to the Public Printer on September 27, 1932:

In compliance with a resolution passed at the recent convention of the International Association of Printing House Craftsmen, held in the city of Washington, I was instructed to convey to you the high appreciation of the members assembled for the manner in which you assisted in making that convention the success it was. The visit made by those who wished to see the Government Printing Office was very much enhanced by the courtesies shown them while there.

#### PERSONNEL, HEALTH, AND RELIEF

The number of employees on the rolls of the Government Printing Office, including the Office of the Superintendent of Documents, at the close of the fiscal year ended June 30, 1932, was 4,845, a decrease of 49 from the number on June 30, 1931. The number enrolled on December 1, 1932, was 4,769, a further decrease of 76. The enrollments of employees on these dates by divisions and principal groups were as follows:

Government Printing Office employees	June 30, 1931	June 30, 1932	Dec. 1, 1932
Printing Division.....	1,628	1,632	1,635
Bindery Division.....	1,066	1,045	1,031
Presswork Division.....	590	585	572
Platemaking Division.....	148	142	142
Maintenance Division.....	389	380	376
Stores Division.....	121	116	117
Administrative and Clerical.....	196	185	181
Apprentice Section.....	197	173	143
Miscellaneous units.....	219	231	223
<b>Total, Printing and Binding roll.....</b>	<b>4,554</b>	<b>4,489</b>	<b>4,420</b>
Superintendent of Documents.....	340	356	349
<b>Total Government Printing Office.....</b>	<b>4,894</b>	<b>4,845</b>	<b>4,769</b>
<b>Total number actually working this day.....</b>	<b>4,548</b>	<b>4,554</b>	<b>4,649</b>
<b>Total pay roll this day.....</b>	<b>\$32,866.80</b>	<b>\$34,008.18</b>	<b>\$31,176.36</b>

The total number of employees on the rolls of the Government Printing Office on June 30 for each of the past 21 years (1912-1932) was as follows:

Year	Employees	Year	Employees
1912.....	3,944	1923.....	3,879
1913.....	4,022	1924.....	4,094
1914.....	4,007	1925.....	3,916
1915.....	3,855	1926.....	4,077
1916.....	4,027	1927.....	4,080
1917.....	4,493	1928.....	4,050
1918.....	4,950	1929.....	4,187
1919.....	4,793	1930.....	4,419
1920.....	4,720	1931.....	4,894
1921.....	4,388	1932.....	4,845
1922.....	4,111	1932, Dec. 1.....	4,769

Appointments, all of which are made through civil-service examinations and certifications, totaled 407 for the fiscal year ended June 30, 1932.

#### SEPARATIONS FROM SERVICE DURING YEAR

Separations from the service during the year numbered 456, including 142 in a reduction of the force on June 29, 1932, of whom 124 were eligible for retirement annuities, 16 had either husband or wife working in the Government Printing Office, and 2 were only nominally on the rolls without compensation. The separations also included 103 regular retirements, of which 80 were on account of age and 23 for disability. Eighty-one employees resigned, and 38 died during the year. Owing to decrease of work 55 temporary employees were dropped from the rolls.

From July 1 to December 1, 1932, there were 78 separations, including 45 retirements, of which 24 were for age, 11 for disability, and 10 by option of employee. During the same five months the resignations numbered 13 and deaths 14. Only 2 appointments were made from July 1 to December 1, 1932.

#### RETIREMENTS FOR 12 YEARS TOTALED 1,172

Since the Retirement Act became effective on August 20, 1920, the number of employees granted annuities on account of age or disability up to June 30, 1932, totaled 1,172.

The number of Government Printing Office employees on the annuitant rolls of the Government June 30, 1932, was 752, of whom 531 had been retired for age, 111 for disability, 58 by involuntary separation, and 52 by own option after 30 years' service. Of the retired employees, 643 were mechanics, 63 laborers, and 46 clerks; 548 were men and 204 women.

Retirement fund deductions from the compensation of employees in the fiscal year 1932 amounted to \$355,108.12.

Up to December 1, 1932, employees of the Government Printing Office have contributed a total of \$2,891,483.32 to the retirement fund since its establishment in 1920, the present rate of reductions from their pay being  $3\frac{1}{2}$  per cent.

In the report for 1931 the Public Printer suggested that Congress provide some suitable form of pension for dependents of civilian employees who have given the best part of their lives to the service of the Government. A bill (H. R. 10361) providing a pension of \$50 a month to the unmarried widow or minor children of a retired civil-service employee was introduced in the House of Representatives by Hon. E. W. Gibson, of Vermont, and referred to the Committee on the Civil Service.

#### 843 WAR VETERANS ARE EMPLOYED IN OFFICE

The number of war veterans employed in the Government Printing Office on December 1, 1932, was 843, which was 18 per cent of the total enrollment. Of the war veterans, 697 served in the World War, 73 in the Spanish-American War, and 17 in both wars. Fourteen women employees have civil-service preference for military service.

There were 948 women and 3,821 men on the rolls of the office December 1, 1932.

Approximately 83 per cent of the employees of the Government Printing Office are compensated at hourly rates and 17 per cent have annual salaries.

#### MEDICAL AND SANITARY DIRECTOR'S REPORT

The Medical and Sanitary Director in his annual report states that employees of the Government Printing Office are working under ideal conditions, that the workrooms are bright, clean, and cheerful, and that employees are healthy and contented. A recent survey of the physical condition of 167 apprentices also shows that they are in fine physical condition.

Time lost by employees during the year on account of illness of themselves or members of their family amounted to 19,618 hours, a decrease of 919 hours from the time lost in the preceding year.

Compensation claims allowed for injuries in line of duty dropped from 24 to 16, with a total loss of 431 days, a decrease of 595. Payments by the United States Employees' Compensation Commission for time lost amounted to \$1,513, as against \$3,136.56 for the preceding year.

The emergency hospital in the Government Printing Office gave 17,466 treatments to employees, 3,071 of which were surgical for injuries received while on duty, 1,663 surgical for conditions other



than injuries, and 7,586 medical treatments. In addition, emergency treatments were given to 154 employees of the near-by City Post Office. These treatments helped employees to remain at work and perform efficient service with a minimum loss of time.

Thirty-eight employees died during the year ended June 30, 1932, but no deaths occurred in the office, and only one was due to an injury in line of duty, for which the widow has been allowed a life annuity.

#### LIFE-INSURANCE GROUP ADDS MEMBERS

The Group Life Insurance Association, organized on May 1, 1931, with 1,845 members, now has 2,748 members, 1,189 of whom have taken out a second unit of insurance in the same amount as their first-unit policies.

The second unit of insurance was made available to the members on August 1, 1932. The total amount of insurance for both units is \$3,252,500, or an average of \$826 per policy. New employees are granted the same privileges as charter members. Members are not subjected to medical examinations, nor are they required to submit evidence of their physical condition.

Up to December 15, 1932, 38 death claims, amounting to \$25,500, have been paid.

The following resolution was unanimously adopted at the first annual meeting of the representatives of the Government Printing Office Group Life Insurance Association on April 4, 1932:

Whereas the Hon. George H. Carter, Public Printer, has encouraged employees of the Government Printing Office to organize a Group Life Insurance Association, the purpose of which is to protect the beneficiaries of our employees with sound insurance at minimum cost; and

Whereas such an association having been formed and in operation for 1 year, enrolled 2,517 members, with a total insurance approximating \$2,057,000, with an average policy of \$813 per member, has paid 18 death claims, totaling \$10,250 to beneficiaries of deceased members; and

Whereas the organization of such an association has proven of great benefit to our employees, doing much to strengthen the bonds between them and officials of the office, also demonstrating again the interest of the Public Printer in worth-while measures for better morale: Therefore be it

*Resolved*, That the Government Printing Office Group Insurance Association at its first annual meeting tender to the Public Printer, Hon. George H. Carter, its sincere thanks for the hearty assistance given by him in the perfecting and carrying on of this truly worthy enterprise among Government Printing Office employees; be it further

*Resolved*, That these resolutions be incorporated in the minutes of the association and a copy presented to Hon. George H. Carter as a token of our appreciation for his interest in the association.

#### EMPLOYEES HAVE 29 RELIEF ASSOCIATIONS

The 29 voluntary employees' relief associations, with a combined membership of 9,194, also paid death benefits during the year amounting to \$17,600 and sick benefits totaling \$36,018.51. Cash

refunds of these associations from collections not required for death and sick benefits paid during the calendar year 1932 amounted to \$73,304.63. Many employees increase their benefits by subscribing to several relief funds, which accounts for the membership being greater than the number of employees.

Many of the relief associations and 1,380 employees of the Government Printing Office unfortunately had deposits considerably in excess of \$500,000 in the North Capitol Savings Bank, which closed on July 14, 1932. The bank is now in the hands of a receiver, and no dividends have been declared to date.

#### BANK DEPOSITORS ORGANIZE ASSOCIATION

The Public Printer tendered to employees of the Government Printing Office the facilities of Harding Hall to organize a depositors' protective association, which was effected on July 18, 1932. The following letter was addressed to the Public Printer on that date by Mr. James M. McCauley, chairman, and Mr. John A. McLean, secretary, of the depositors' association of employees:

A meeting of the depositors of the North Capitol Bank employed in the Government Printing Office was held in Harding Hall, Monday evening, July 18, at 4.45 o'clock.

At this meeting, which almost completely filled Harding Hall, an organization was formed for the purpose of uniting into a single unit the more than 1,300 depositors represented in this office, thus more effectively furthering their interests in the affairs of the bank which was closed so suddenly last Friday.

Knowing that with your ever-watchful interest in the welfare of the employees of the Government Printing Office it was your suggestion that this organization be formed, and your kind offer of the use of the hall and other facilities which made it possible, the meeting unanimously passed a rising vote of thanks to you for your kindness, and the secretary was instructed to write you a letter informing you of our action.

It is our pleasant duty, therefore, to inform you that it was the sense of this meeting of employees to thank you not only for your kindness in this case but to also express their appreciation of your efforts in our behalf during the recent economy legislation in Congress.

#### DEATH OF THE HON. EDWARD M. BEERS

The Government Printing Office was saddened during the year by the death of one of its most loyal friends in Congress, the Hon. Edward M. Beers, of Pennsylvania. The following announcement of Mr. Beers' death was posted by the Public Printer on April 22, 1932, and other tributes were rendered by employees who attended the funeral with beautiful floral expressions of affection and sympathy:

I am deeply grieved to record the death on yesterday of Hon. Edward M. Beers, a distinguished Member of Congress and a true friend of the Government Printing Office.

During his seven years of service as a member of the Joint Committee on Printing, Mr. Beers always manifested a keen and helpful interest in the advancement of this office. As chairman of the House Committee on Printing for

six years of his Congressional career and as Vice Chairman of the Joint Committee on Printing during the Seventy-first Congress, Mr. Beers was able to be especially helpful to the employees of the Government Printing Office. He never faltered in his devotion to their welfare.

Many of us will recall the interest Mr. Beers took in the Cafeteria and Recreation Association and the joy he so generously expressed at its anniversary celebrations. He entered fully into the spirit of all these occasions and was most pleased when he could participate in and promote the happiness of others. The employees of the Government Printing Office will sadly miss his good-fellowship. By them his memory will always be cherished most dearly. May his spirit of devotion to God and service to his fellow citizens abide with us always.

### EMPLOYEES' CAFETERIA ASSOCIATION

The Cafeteria and Recreation Association, a voluntary and non-profit-sharing organization of employees of the Government Printing Office, completed the tenth year of its successful operation of the Cafeteria that has been one of the outstanding features in the progress of the Government Printing Office during the last decade. The auspicious event was duly celebrated at the annual banquet and entertainment attended by 300 members of the association and their guests, including the Hon. William F. Stevenson and the Hon. Edward M. Beers. Mr. Stevenson and Mr. Beers represented the Joint Committee on Printing, which has always given its cordial support to this notable activity of the employees of the Government Printing Office.

During the 10 years the employees' association has expended approximately half a million dollars in wages paid their own employees in the Cafeteria. In addition, the association has spent \$60,000 for replacements, new equipment, and improvements in the Cafeteria, Harding Hall, the Green Room, and the bowling alleys. Another expenditure from the receipts of the Cafeteria has been the association's donation of about \$4,400 for the Christmas entertainments given the children of employees. These entertainments annually bring holiday cheer to more than 2,000 children.

### ASSOCIATION RENDERS AN ESSENTIAL SERVICE

The employees' association has also been generous in its support of numerous recreational and entertainment activities for all employees and has given valuable assistance in building up and maintaining the splendid spirit of cooperation for which the Government Printing Office is now noted and which has aided greatly in attaining its present high standard of efficient service.

The association has rendered a most essential service to the employees of the Government Printing Office by providing wholesome food in a convenient place at suitable hours and reasonable prices.



With only a 30-minute lunch period for approximately 4,800 employees located in a single group of buildings, the problem of serving them properly and in time had been a serious one for many years. It was not solved until the present Cafeteria was installed in a space that previously had been a useless attic of the main building. Prior to that time employees either had to eat cold lunches in their workrooms or, regardless of the weather, go out to neighboring lunch rooms that were poorly equipped to serve several thousand patrons in a half-hour period.

With their own cafeteria, employees of the Government Printing Office can and do enjoy their meals with comfort and convenience to themselves and better service to the Government in thus safeguarding their health.

The experience of the 10 years has proven beyond question that a cafeteria is a necessary part of an industrial establishment of the size and class of the Government Printing Office, and its operation conforms to the established practice of the most efficient plants in large private industries.

The increased interest and efficiency of employees has more than compensated the Government for its comparatively small expenditures in connection with the Cafeteria, without which there undoubtedly would soon be a return to the old insanitary condition of workrooms and unhealthy practice by employees of eating lunches at their places of duty or else rushing out to a neighboring lunch room.

#### SCHEDULE OF THE 30-MINUTE LUNCH PERIODS

The convenience and necessity of a cafeteria within easy access of employees at all times is further shown by the following regular half-hour lunch periods for the various groups working in the Government Printing Office:

Lunch periods begin—	Day force, number of employees	Lunch periods begin—	Night force, number of employees
11.20 a. m.-----	1,085	8.00 p. m.-----	51
11.30 a. m.-----	398	9.00 p. m.-----	25
11.40 a. m.-----	181	10.30 p. m.-----	5
11.50 a. m.-----	550	11.00 p. m.-----	78
12.00 m.-----	248	11.15 p. m.-----	56
12.10 p. m.-----	336	11.30 p. m.-----	139
12.20 p. m.-----	490	11.45 p. m.-----	117
12.30 p. m.-----	265	12.00 midnight-----	117
12.40 p. m.-----	175	12.15 a. m.-----	52
		1.00 a. m.-----	30
		2.00 a. m.-----	40
		3.00 a. m.-----	80
		3.15 a. m.-----	147
		3.25 a. m.-----	36
Day total-----	3,728	Night total-----	973

These lunch periods are sometimes changed by work requiring employees to remain on duty through their designated period and eat at another time. The office Cafeteria is always prepared for such emergencies and is equally available to the large number of employees who bring their own lunches.

During the 12 months ended September 30, 1932, the Cafeteria served a total of 770,424 meals, a decrease of 131,464 from the preceding year, owing largely to the 5-day work week and the decreased pay of employees which began on July 1, 1932.

#### CAFETERIA RECEIPTS AND EXPENDITURES

The gross receipts of the Cafeteria for the year were \$196,633.68, a decrease of \$51,557.14. Besides the pay roll of approximately \$58,000 for 67 employees, the association expended during the year for replacements and new equipment the sum of \$5,048.48. The principal expenditure for the year, however, was for the purchase of necessary foodstuffs, of which large quantities are required to serve a daily average of 2,620 meals. At the annual Thanksgiving luncheon, for which employees were charged only 25 cents, 2,623 pounds of turkey were served along with all the usual trimmings of a holiday dinner.

Great credit for the success of the Cafeteria is due to Mr. J. Thomas Ford, who has been president of the employees' association for the last eight years, and to his predecessor, Mr. William D. Skeen, who recently retired from the Government Printing Office after 41 years of service, beginning as a printer apprentice and ending as Assistant to the Production Manager. Mr. Skeen was especially helpful in the development of Harding Hall as a place of entertainment for employees, and the happiness he thus helped provide for his fellow workers will long be remembered.

#### HARDING HALL EVENTS OF THE YEAR

The more important uses made of Harding Hall and the Green Room of the Government Printing Office during the year 1932 are recorded in the following calendar:

January 8. Lecture to apprentices on "Printing in Colors," by La Monte K. Johnson, Assistant Foreman, Presswork Division.

January 12. Illustrated lecture on "Dust Explosion," by Dr. D. J. Price, of the Department of Agriculture, at monthly dinner of the Government Building Superintendents.

January 13. Installation of officers of Unit No. 1, United Veterans of American Wars, in the Green Room was followed by a banquet and entertainment in Harding Hall, Mr. Stephen Harder presiding; Maj. Louis C. Vogt, master of ceremonies. Addresses by Public Printer Carter, Capt. E. S. Moorhead, and Mr. Austin J. Matthews, the newly elected commander.

January 20. Meeting in Green Room and inspection of the Public Documents' Library by the District of Columbia Library Association, Miss Elizabeth O. Cullen, president. Greetings by Alton P. Tisdell, Superintendent of Documents. Attendance, 150.

- January 22. Lecture to apprentices on "Imposition," by Hugh Reid, Foreman Hand Section.
- January 22. Old Timers' Night of Columbia Lodge No. 174, International Association of Machinists. Address of welcome by Mr. C. K. Krieschbaum, president; speaker of the evening, the Hon. Loring M. Black, jr., Member of Congress from New York.
- February 5. Lecture to apprentices on "The Application of Science to the Printing and Binding Industry," by Byron L. Wehmhoff, Technical Director.
- February 9. Annual banquet and entertainment of the Cafeteria and Recreation Association in celebration of its tenth anniversary. Attendance limited to 300 members. The association had as its guests Congressmen Edward M. Beers, of Pennsylvania, and William F. Stevenson, of South Carolina, representing the Joint Committee on Printing.
- February 19. Lecture to apprentices on "Photo-Engraving," by Eugene F. Burr, Foreman Photo-engraving Section.
- February 23. Exercises in commemoration of the two hundredth anniversary of the birthday of George Washington. Address by the Hon. Simeon D. Fess, of Ohio, vice chairman of the George Washington Bicentennial Commission.
- February 25. Tenth anniversary concert by the Government Printing Office Orchestra. Presentation of charter to the Public Printer.
- March 4. Lecture to apprentices on "Offset Printing," by Lester Eichner, Foreman Offset Press Section.
- March 18. Lecture to apprentices on "Binding Pamphlets," by Ralph Howard, Foreman Pamphlet Binding Section.
- March 30-31. Visit and lunch of 35 members of United States Junior Naval Militia of New York; Capt. Harry Zeiner in command.
- April 1. Lecture to apprentices on "Stereotyping," by Edward G. Whall, Superintendent Platemaking Division.
- April 5. Lecture and moving pictures by Dr. E. W. Brandes, pathologist in charge of sugar-plant investigations, Department of Agriculture. Under the auspices of Government Building Superintendents.
- April 15. Lecture to apprentices on "Electrotyping," by John A. McLean, Foreman Electrotpe Finishing Section.
- April 16-30. The annual exhibit by the American Institute of Graphic Arts of the "Fifty Books of the Year," "Printing for Commerce," and "Fifty British Books." The exhibition was opened on April 19 by the Washington Club of Printing House Craftsmen. Talks by Mr. Clark R. Long, Assistant Director of the Bureau of Engraving and Printing and president of the club; Mr. Alvin W. Hall, Director of the Bureau of Engraving and Printing; Capt. E. S. Moorhead, Production Manager of the Government Printing Office; Mr. John J. Deviny, secretary of the United Typothetæ of America; Mr. Gerald A. Walsh, secretary of the Washington Typothetæ; and Mr. C. J. Fulton, representative of the Pennsylvania-Potomac district of the Printing House Craftsmen. The address of the evening was by Mr. Lester Douglas, vice president of the American Institute of Graphic Arts and director of art and typography of Nation's Business, on the topic, "The Battle of the Fifty Books," illustrated with stereopticon views. After the address the exhibits were inspected.
- April 21. Dinner of the Washington section of American Institute of Mining and Metallurgical Engineers and talk by Byron L. Wehmhoff, Technical Director of the Government Printing Office, explaining the various departments, after which the visitors were conducted on a tour of the office.



- April 22. Lecture to apprentices on the "Fifty Books of the Year," "Printing for Commerce," and the "Fifty British Books," by Walter W. Weber, Layout Section.
- April 29. Lecture to apprentices on "Operations Leading to and Including Binding Books," by John A. Patterson, Assistant Superintendent Binding Division.
- May 3. Twelfth annual dinner and ladies' night of the Association of Government Building Superintendents. Address by R. L. Swenson, president of the association.
- May 13. Lecture to apprentices on "Ruling," by Walter H. Oliver, Foreman of Bindery Blank Section.
- May 16. Opening of exhibition of fine book printing and color work from the personal library of the Public Printer. Specimens from England, France, Germany, Sweden, Poland, Finland, Holland, Soviet Russia, Japan, Australasia, India, Ceylon, and the United States.
- May 27. Memorial Day services under auspices of the United Veterans of American Wars, Capt. E. S. Moorhead presiding; address by Hon. Royal C. Johnson, Member of Congress from South Dakota; invocation by Lieut. Stanton W. Salisbury, Chaplains Corps, United States Navy; music by the United States Marine Band Orchestra, Capt. Taylor Branson, leader; and Government Printing Office Chorus, G. L. Whelan, director; trombone solo by Robert E. Clark, Marine Band Orchestra; selections by the Apollo Male Quartette.
- May 31. Lecture to apprentices on "Mathematics as Applied to Computing and Finances," by James K. Wallace, Superintendent of Accounts.
- June 3. Joint concert by the Government Printing Office chorus and orchestra, closing the season.
- June 3. Lecture to apprentices on "Distribution of United States Government Publications and Its Relation to Production," by Alton P. Tisdell, Superintendent of Documents.
- June 9. Lecture to apprentices on "Office Routine—Copy to Finished Product," by John Greene, Deputy Public Printer.
- June 27–29. Eleventh Annual Conference on Printing Education under the auspices of the United Typothetæ of America, Fred J. Hartman, director. School and foreign printing exhibits occupied about two-thirds of the hall.
- July 26. Visit by 30 members of the Society of Philatelic Americans, lunch in Cafeteria, and a specially conducted trip through the office. Col. W. N. McKelvy, convention chairman in charge.
- August 23. Visit of delegates attending the convention of the International Association of Printing House Craftsmen.
- September 15. Graduating exercises of apprentices of the class of 1932. Invocation by Rev. James Shera Montgomery, D. D., Chaplain of the House of Representatives. Address entitled "Two Great Slogans," by Fred J. Hartman, director, United Typothetæ of America department of education. Music by the Government Printing Office orchestra.
- September 30. The Government Printing Office orchestra resumed its noonday Friday concerts, W. C. Buckingham conducting.
- October 12. Conference of the mechanical department of the American Newspaper Publishers' Association with newsprint and news-ink manufacturers. W. E. Wines, manager of the mechanical department of the American Newspaper Publishers' Association, presided.
- October 21. Orchestra concert with guest soloist Señorita Roselmyra Colomo, coloratura soprano; Mrs. Elizabeth Coombs, accompanist.

- October 28. Joint concert of chorus and orchestra consisting of Halloween music and Iowa cornfield melodies.
- November 10. Armistice Day program under the auspices of United Veterans of American Wars, G. P. O. Unit No. 1, Capt. E. S. Moorhead, Production Manager, presiding. Introductory remarks by Hon. George H. Carter, Public Printer. Address by E. C. Babcock, Secretary of United States Civil Service Commission and Past National Commander, Disabled American Veterans. Music by Government Printing Office orchestra. Refreshments served to the veterans from the hospitals.
- November 28. Thanksgiving Day program. Address by the Right Rev. James E. Freeman, D. D., Bishop of Washington. Solos by Ruby Smith Stahl, First Congregational Church. Music by Government Printing Office orchestra and chorus.
- November 29. Address to apprentices and other employees, by Mr. Gilbert P. Farrar, typographic counsellor for Intertype Corporation and Condé Nast publications. The subject was "Type Faces: Their Selection and Uses."
- December 23. Procession of Government Printing Office chorus led by Gerald L. Whelan, director, and accompanied by section of orchestra, singing Christmas carols in Harding Hall and workrooms throughout the building.
- December 28-29. Christmas entertainments for 2,400 children of the employees of the Government Printing Office, with motion pictures and stage program; a beautiful Christmas tree surrounded by miniature village, airport, waterfalls, lakes, trains, and mountain scenery. Presents of toys, ice cream, and cake to each child.

#### HISTORIC TABLET ON ORIGINAL BUILDING

A ceremony of interest to employees, especially those who had worked for a time in the old building, was the placing of a bronze tablet on the original Government Printing Office by the Permanent Committee on Marking Points of Historic Interest in the District of Columbia. The tablet was unveiled on May 18, 1932, with appropriate exercises held at the corner of North Capitol and H Streets, where this mark of distinguished service now adorns a wall of the original building.

The program, which was attended by several hundred present and former employees, was presided over by Mr. William A. Smith, representing the personnel employed in the original building where he began work 59 years ago. Nearly all the time since then Mr. Smith has represented successive Public Printers as Congressional Record clerk at the Capitol. The Chaplain of the United States House of Representatives, the Rev. James Shera Montgomery, blessed the occasion with an eloquent invocation.

The presentation of the tablet on behalf of the committee authorized by Congress was made by its chairman, Mr. John Claggett Proctor, and the acceptance on behalf of the Government Printing Office was gratefully expressed by the Public Printer. The tablet was unveiled by Miss Mary T. Spalding, who recently retired after 51 years of service during which she was appointed by the present Public

Printer to one of the highest positions ever held by a woman in the Government Printing Office.

INSCRIPTION ON THE BRONZE MARKER

The handsome bronze tablet with an artistic border bears the seal of the United States and permanently records the following words:

ORIGINAL  
GOVERNMENT  
PRINTING OFFICE

Erected 1856  
By CORNELIUS WENDELL

---

Purchased by the Government  
1861

---

JOHN D. DEFREES  
Appointed First Public Printer  
By President Lincoln  
March 23, 1861

---

Erected by the Permanent Committee  
on Marking Historic Sites

It was especially fitting that the tablet, marking the original Government Printing Office as a place of historic interest, should be presented through Mr. John Clagett Proctor, well-known writer of local historical sketches, who himself had been employed in the establishment his committee thus chose to honor, retiring only a few years ago after devoting nearly half a century of his life in faithful service to the Government.

ADDRESS OF MR. JOHN CLAGETT PROCTOR

In his presentation remarks, Mr. Proctor said:

We are assembled here to-day for the purpose of unveiling a bronze marker on the original Government Printing Office Building in accordance with the wishes of the Permanent Committee on Marking Points of Historic Interest in the District of Columbia.

Of course, in order to do this, the permission of the Public Printer had to be obtained, and when the chairman of this committee told the Hon. George H. Carter, whom we have here with us to-day, of the committee's desires, he readily fell in line with every suggestion made, and even graciously agreed to make all arrangements for the event of this afternoon, and the committee wishes to thank him most cordially for so doing.

The Committee on Historic Sites, as you will observe by the program of these exercises, includes, besides the speaker, Brig. Gen. George Richards, United



States Marine Corps, vice chairman; Maj. Gist Blair; and Mr. Washington Topham—the fifth member of the committee having been Mr. John B. Larnier, who died last year.

In presenting this tablet to the custody of Mr. Carter, it might be interesting to trace just a bit of the history of this old building, which served for many years as the Government Printing Office, and to briefly speak of this neighborhood as it was in days gone by.

Erected by Cornelius Wendell in 1856 as a printing office, it was purchased by the Government pursuant to an appropriation made by Congress February 19, 1861. On March 23, following, President Lincoln appointed Hon. John D. Defrees, of Indiana, Superintendent of Public Printing. At the time of its erection the building was described as being 240 feet long by 60 feet wide and 4 stories high, with cupola and a bell; and, with slight modifications, it is the same to-day. If it were not the largest printing office in this country at the time of its erection, it was at least the largest in the city of Washington.

#### BUILDING BOUGHT AT BEGINNING OF CIVIL WAR

The year 1861, when this building was purchased, was an exciting one, and particularly so in this city. Fort Sumter was fired upon April 12, and President Lincoln made the first call for troops three days later, at a time when those residing in the National Capital in favor of maintaining the Union seemed to be in the minority; and the speaker's grandfather was one of those who responded to the call and made the supreme sacrifice for the Stars and Stripes.

From this time on, and throughout the war, rumors of invasion by the enemy were of frequent occurrence, and the printers in this old building not only set type by day and by night but throughout the war drilled as soldiers to protect the building and the city in case of invasion by the enemy; and the pressmen and other available employees, on duty here at the time, performed a like service.

At this period this building was in a truly suburban section. Until then H Street was only on the map and had not been extended the entire distance to Florida Avenue—or Boundary Street, as it was then called—nor was this work entirely completed until two years later, when we find the thoroughfare was graded from North Capitol Street to “near the turnpike gate”—where the Bladensburg Road begins—and curbing and grading the footway the whole distance from North Capitol Street” was done. It was probably due to the fact that the Printing Office had been placed at North Capitol and H Streets that H Street was graded and graveled from New Jersey Avenue to North Capitol Street in 1857.

#### OLD TIBER CREEK WAS ONCE A NEAR NEIGHBOR

The old Tiber Creek ran but half a block away, entering the area between North Capitol and First Streets northeast at a point between N and O Streets to the north, and continued southward almost on a direct course until it reached where is now our beautiful city post office, where it took a southwesterly course, crossing Pennsylvania Avenue at Second Street.

There may have been a bus line to help to get the employees to and from their work, but the H Street car line did not come into being until nine years later, and no doubt “Shanks' mare” was the popular mode of travel until then.

Of course, “Swampoodle” was hereabout, and later came Defrees Street, and Jackson Alley, which ran east and west through the block in which stands this

building, and upon the heads of the residents of which many a compositor has thrown a handful of pi he did not care to distribute, recall to the old employee happy recollections.

Personally, in days gone by, this building has meant much to me, for here my father worked in the closing year of the Civil War, when he also served as Secretary of Columbia Typographical Union, No. 101, subsequently returning to his newspaper work.

After his death in 1876, when I was less than nine years old, my mother became employed here, and a sister died in 1889 when she was here engaged. A brother, Abner Proctor, worked here for years, until his health failed him. My mother's two brothers were compositors here at various times, and a sister, here with me to-day, is an employee.

Until a little over a year ago it was my own great pleasure to serve Mr. Carter and some of his predecessors, and though I did not come in close or frequent contact with the gentleman referred to, yet I can here testify that he always treated me with kindness and consideration.

#### RECALLS THE DAYS OF THE OLD HORSE CARS

Naturally one can not say all he would like to upon an occasion of this kind, but as I stand here a flood of thoughts comes over me as I look back into the distant past, more than half a century ago, and see myself, then a mere lad, around about Christmas time—late at night, perhaps during a session of Congress—with the glare of the light within shining on the snow as it fell from out of the stillness of a dark night upon the street and sidewalk, with naught from without to be heard but the jingling of the bell of the horse attached to the old bobtail car which passed at uncertain intervals, and, added to this, the roar of the presses within; and I almost find myself standing at one of the H Street entrances of this building waiting for the quitting time that I might see some one of my loved ones safely home, at least 3 miles away.

How, then, could I other than praise it upon this or any other occasion?

But printing has been revolutionized since then, and we can no longer sing the "Song of the Printer," by Thomas MacKellar, himself a compositor.

Indeed, there was a certain association between the man and the leaden types that we do not find now between the operator and the machine. The old shooting stick has gone, the type louse has been exterminated, and even our esteemed friend, the Rev. James Shera Montgomery, here beside me, would not be able to fool the printers devil on italic small caps, or to send him two blocks away with a wheelbarrow for italic hair spaces, were he to return again to the case, and cared to do so.

#### PRESENTS TABLET ON BEHALF OF COMMITTEE

But, Mr. Chairman, I am not unmindful that I am down on the program to present this tablet to the Honorable the Public Printer, which I take pleasure in doing at this time, on behalf of the Commissioners of the District of Columbia and its Committee on Marking Historic Sites.

And in hoping it may endure forever, may I but add, Mr. Carter, that though fully realizing that you have had a number of worthy predecessors, yet I do believe that in days to come, when your term of office is written up by the future conservative historian, that it will fill only pages of meritorious acts and results equal to, if not exceeding, those of any of the distinguished men who have preceded you.

## SUMMARY OF FACTS AND FIGURES

The following is a summary of facts and figures relating to the Government Printing Office, its organization, equipment, and activities, revised to December 1, 1932:

The United States Government Printing Office was authorized by act of Congress June 23, 1860, to provide printing and binding for Congress and the Federal departments, bureaus, and independent offices. The office began to function as a Government establishment on March 4, 1861. It now occupies 22 acres of floor space, in buildings costing \$5,260,000. There are 4,769 persons employed at an annual compensation of approximately \$10,000,000. Modern equipment, valued at \$5,315,000, gives the Government Printing Office first place among the world's best-equipped printing plants. The annual value of its product in 1932, based on cost, was \$14,333,000.

A brief summary of employees, equipment, and product of the various divisions follows:

*Composition.*—There are 1,634 persons employed on this branch of the work, including compositors, operators of typesetting and casting machines, and proof-readers. There are 406 typesetting machines in use, including 174 linotypes equipped with automatic feeders, electric metal pots, and connections with central signal boards, 100 monotype keyboards, 130 monotype casting machines with automatic feeders and electric metal pots, and 2 Ludlows. They produce approximately 2,800,000,000 ems of type each year.

The historic linotype machine which served General Pershing in France during the World War is now in daily use in the office.

*Platemaking and photo-engraving.*—There are 142 persons employed on this work. Equipment for platemaking includes 1 lead-molding press; 1 hydraulic plate solidifying and straightening press; 3 combination plate roughers and shavers; 4 wax-molding presses; 2 semiautomatic copper-plating, 2 chromium and 2 nickel tanks; 16 routers; 14 saws and trimmers; 2 wax-ruling machines; 2 plate-straightening machines; 2 electrically heated hydraulic matrice-molding presses; 1 roller matrice-molding press; 4 electrically heated matrice-drying presses; one 5-ton electrically heated stereotype metal pot with pump and 5 water-cooled casting boxes; 1 electrically heated metal pot for backing-up electrotypes; and 91 miscellaneous machines. The yearly output, including matrices, is 11,167,000 square inches.

The photo-engraving plant is equipped for making half tones, all kinds of line-engraving work and negatives for offset presswork. The yearly production is 702,000 square inches.

*Presswork.*—There are 572 persons employed on this work. Equipment, 24 web, including 8 of 64 pages and 4 of 32 pages; 108 cylinder, 13 platen, 8 sheet-feed rotary, 8 automatic-feed envelope, 4 offset, 16 tabulating card, 2 fan-fold, 6 vertical, and 2 embossing presses. Total, 191 presses, with 113 automatic feeders.

Forms of type and plates sent to press average 178,000 a year, with 2,200,000,000 chargeable impressions. In addition, 1,366,000,000 postal cards and 186,000,000 money orders were printed and delivered direct to postal agencies in 1932.

*Binding.*—There are 1,031 persons employed on this work. Equipment includes 27 folding machines, 17 wire-stitching machines, 7 gathering machines, 61 sewing machines, 14 ruling machines, 55 cutting and trimming machines, 1 perfect binding machine, 1 book crashing and lining machine, 1 book headband, crashing and lining machine, 3 book casing-in machines, 1 forwarding machine, 5 book cover-making machines, 5 book oversewing machines, and 90 miscellaneous machines.

The bindery each year uses about 12,000,000 yards of stitching wire, 200,000 yards of binding cloth, 22,000,000 square inches of gold leaf and other stamp-



ing materials, 23,000,000 yards of sewing thread, and 100,000 square feet of leather.

*Some outstanding jobs.*—On the morning of each legislative day of Congress printed copies of all proceedings of the previous day's session are available to Members and the public. This includes bills, resolutions, reports, hearings, legislative calendars, and documents in addition to the Congressional Record. The Record varies from 8 to 192 or more pages and averaged about 80 pages daily during the last regular session. Thirty-five thousand five hundred copies are printed daily. The cost of the daily and bound editions of the Record averages \$700,000 annually.

Of the Yearbook of Agriculture, 400,000 copies are printed annually, which require 1,300,000 pounds of paper, 170,000 pounds of binders board, 55,000 yards of bookcloth, and 580 spools of thread.

Patent specifications, trade-marks, and designs in the fiscal year 1932 filled 193,879 pages, costing \$1,142,278.76. The Official Gazette of the Patent Office made 16,014 pages, costing \$252,321.59.

The annual reports of departments and bureaus printed in the fiscal year 1932 totaled 480,072 copies, filled 22,181 type pages, and cost \$252,980.19.

*Publications, distribution and sale.*—Through the Superintendent of Documents 70,000,000 copies of Government publications are distributed annually. Of this number, 10,000,000 copies are sold to the public.

A library of 550,000 Government publications and maps is maintained in the office of the Superintendent of Documents.

A belt conveyor, 1,000 feet long, with a capacity of 360 mail sacks an hour, carries the publications through a tunnel under the street to the city post office.

*Delivery.*—To haul paper and supplies to the office and to deliver the finished product to the various departments of the Government a fleet of 30 vehicles is necessary, ranging from 1-ton to 5½-ton gasoline trucks, and including 6 electric trucks of various sizes. This fleet hauls approximately 100,000,000 pounds annually. To facilitate storage of paper and other material a tractor and trailers are used, by which material is loaded direct from trucks and hauled to place of storage.

*Maintenance of property.*—The Maintenance Division, with its 376 employees, is responsible for the maintenance and repair of the buildings, equipment, and all production machinery. It operates a large substation of the Capitol power plant and has fully equipped machine, electrical, plumbing, carpenter, and paint shops, and a laundry. The Government Printing Office obtains its heat, light, and power from the power plant of the United States Capitol, with which it is connected by a tunnel a mile and a half long. The Division of Maintenance handles approximately 125,000 jobs a year.

*Tests and technical control.*—A Division of Tests and Technical Control is maintained for the purpose of inspecting and testing all materials offered and delivered for the use of the office; to prepare or assist in the preparation of standard specifications for all materials purchased; to exercise technical control over the quality and production of various materials used or produced, such as manufacture of printing inks, press rollers, type-metal alloys, and adhesive compositions; and to conduct technical research with relation to the various materials and processes used by the office. The division is fully equipped with technical apparatus.

*Apprentice training.*—Apprentice instruction, which had been discontinued for more than 30 years, was resumed by the present Public Printer in 1922 through the establishment of a training school in which intensive instruction is given in the related printing trades. Since that time 265 apprentices have been graduated as journeymen and are now employed in the office. At the present time 137 young men and women are receiving the benefits of this training.

*Welfare and recreational activities.*—An association of employees operates a cafeteria on the eighth floor, seating 800 persons at a time and serving an average of 2,620 meals daily.

Harding Hall, seating 1,800 persons, is a meeting place for official and recreational activities. It has a well-equipped stage. Six bowling alleys are operated for both the day and night employees. An orchestra and chorus composed of employees give weekly concerts during the luncheon periods. A lounging or recreation room is provided for use of employees when off duty.

A complete emergency hospital, with two physicians and three trained nurses, is maintained for the treatment of employees who may be sick or injured while on duty.

*An average workday*

Ems of type set.....	10, 000, 000
Square inches of electrotypes and stereotypes made.....	40, 000
Half tones and line etchings made.....	300
Forms put to press.....	600
Chargeable impressions of presswork.....	8, 000, 000
Pages of bookwork printed.....	13, 400, 000
Money-order blanks printed.....	700, 000
Postal cards printed.....	5, 000, 000
Copies ruled.....	500, 000
Sheets folded.....	1, 500, 000
Signatures gathered.....	600, 000
Copies wire stitched.....	180, 000
Books cased in.....	4, 500
Copies of publications delivered.....	396, 000
Number of jobs completed.....	300
Compensation of employees.....	\$32, 000
Purchases of material, supplies, and stock.....	\$10, 000
Value of output.....	\$46, 000

Under authority of the act approved June 30, 1932 (Public, No. 212, 72d Cong.), the Public Printer has discontinued the printing of such other and additional reports for the fiscal year ended June 30, 1932, as have been prepared for transmission to Congress. The original copies of such reports are kept on file in the office of the Public Printer for public inspection, as provided for in said act.

Respectfully submitted.

*George H. Carter.*  
Public Printer.

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DIVISION OF ACCOUNTS  
STATEMENT TABLES

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# STATISTICAL TABLES

COMPILED BY THE SUPERINTENDENT OF ACCOUNTS AND BUDGET OFFICER

TABLE 1.—*Resources and liabilities under appropriations for the fiscal year ended June 30, 1932*

RESOURCES	
Appropriation for working capital.....	\$2, 500, 000. 00
Allotment under direction of the President in deficiency act approved Mar. 4, 1931, for preparation of individual record of deductions for retirement fund.....	183. 30
Public Resolution No. 19, Seventy-second Congress, approved May 16, 1932, for congressional printing.....	500, 000. 00
Addition to appropriation by payments from all sources for printing and binding.....	11, 109, 527. 20
Refunds from various sources.....	774. 95
Bills receivable July 1, 1932, for printing and binding furnished.....	223, 853. 15
Appropriations for salaries, office of Superintendent of Documents.....	\$14, 334, 338. 60
Appropriation for general expenses, office of Superintendent of Documents.....	550, 000. 00
Balance of appropriation for equipment for Government Printing Office Building (made in 1929 and available until expended).....	244, 000. 00
	99, 134. 44
Total resources available for fiscal year 1932.....	<u>\$15, 227, 473. 04</u>
LIABILITIES	
Working capital and repayments for printing and binding:	
Disbursed to June 30, 1932.....	\$12, 819, 298. 41
Outstanding obligations July 1, 1932.....	1, 481, 790. 05
Total disbursed and outstanding obligations.....	\$14, 301, 088. 46
Salaries, office of Superintendent of Documents:	
Disbursed to June 30, 1932.....	515, 836. 90
Outstanding obligations July 1, 1932.....	22, 443. 50
Total disbursed and outstanding obligations.....	538, 280. 40
General expenses, office of Superintendent of Documents:	
Disbursed to June 30, 1932.....	186, 067. 41
Outstanding obligations July 1, 1932.....	57, 780. 59
Total disbursed and outstanding obligations.....	243, 848. 00
Equipment, Government Printing Office Building:	
Disbursed to June 30, 1932.....	97, 755. 22
Outstanding obligations July 1, 1932.....	109. 51
Total disbursed and outstanding obligations.....	97, 864. 73
Total disbursed to June 30, 1932.....	13, 618, 957. 94
Total outstanding obligations July 1, 1932.....	1, 562, 123. 65
Total disbursed and outstanding obligations.....	\$15, 181, 081. 59
Unobligated balance (subject to 10 per cent over or under on outstanding orders).....	46, 391. 45
Total.....	<u>15, 227, 473. 04</u>

TABLE 2.—Summary of financial transactions in fiscal year ended June 30, 1932, covering appropriations for fiscal years 1930, 1931, and 1932

## APPROPRIATION FOR 1930

	Resources	Disbursements	Unexpended balance July 1, 1932
Public printing and binding:			
Appropriation balance, July 1, 1931.....	\$90,914.35	-----	-----
Credits to appropriations by payments from all sources for printing and binding and other receipts from miscellaneous sources.....	10.00	-----	-----
Disbursed for material and supplies.....	-----	\$844.06	-----
Total.....	90,924.35	844.06	\$90,080.29
Salaries, office of Superintendent of Documents:			
Appropriation balance July 1, 1931.....	22,981.54	-----	22,981.54
General expenses, office of Superintendent of Documents:			
Appropriation balance July 1, 1931.....	1,087.10	-----	-----
Disbursed.....	-----	1,042.23	-----
Total.....	1,087.10	1,042.23	44.87
Grand total appropriation.....	114,992.99	1,886.29	113,106.70
Unobligated balance of 1930 appropriations on June 30, 1932.....	-----	-----	113,106.70

## APPROPRIATION FOR 1931

Public printing and binding:			
Appropriation balance July 1, 1931.....	\$584,476.20	-----	-----
Credits to appropriations by payments from all sources for printing and binding and other receipts from miscellaneous sources.....	953,912.44	-----	-----
Disbursed for labor.....	-----	\$402,351.66	-----
Disbursed for paper.....	-----	648,860.55	-----
Disbursed for lithographing and engraving.....	-----	70,749.04	-----
Disbursed for material and supplies.....	-----	367,185.87	-----
Total.....	1,538,388.64	1,489,147.12	\$49,241.52
Salaries, office of Superintendent of Documents:			
Appropriation balance July 1, 1931.....	46,365.82	-----	-----
Disbursed.....	-----	21,361.57	-----
Total.....	46,365.82	21,361.57	25,004.25
General expenses, office of Superintendent of Documents:			
Appropriation balance July 1, 1931.....	100,635.99	-----	-----
Disbursed.....	-----	78,882.21	-----
Total.....	100,635.99	78,882.21	21,753.78
Grand total appropriation.....	1,685,390.45	1,589,390.90	95,999.55
Deduct for outstanding obligations.....	-----	-----	12,006.09
Unobligated balance of 1931 appropriation on June 30, 1932.....	-----	-----	83,993.46



TABLE 2.—Summary of financial transactions in fiscal year ended June 30, 1932, covering appropriations for fiscal years 1930, 1931, and 1932—Continued

## APPROPRIATION FOR 1932

	Resources	Disbursements	Unexpended balance July 1, 1932
Public printing and binding:			
Appropriation for working capital, Legislative act of Feb. 20, 1931.....	\$2, 500, 000. 00	-----	-----
Allotment under direction of the President in deficiency act approved Mar. 4, 1931, for preparation of individual record of deductions from retirement fund.....	183. 30	-----	-----
Public Resolution No. 19, Seventy-second Congress, approved May 16, 1932, for congressional printing.....	500, 000. 00	-----	-----
Addition to appropriation by payments and bills receivable from all sources for printing and binding, and other receipts from miscellaneous sources.....	11, 334, 155. 30	-----	-----
Disbursed for labor.....	-----	\$9, 740, 772. 01	-----
Disbursed for paper.....	-----	2, 065, 332. 74	-----
Disbursed for lithographing and engraving.....	-----	79, 193. 71	-----
Disbursed for material and supplies.....	-----	933, 999. 95	-----
Total.....	14, 334, 338. 60	12, 819, 298. 41	\$1, 515, 040. 19
Salaries, office of Superintendent of Documents:			
Appropriation, legislative act of Feb. 20, 1931.....	550, 000. 00	-----	-----
Disbursed.....	-----	515, 836. 90	-----
Total.....	550, 000. 00	515, 836. 90	34, 163. 10
General expenses, office of Superintendent of Documents:			
Appropriation, legislative act of Feb. 20, 1931.....	244, 000. 00	-----	-----
Disbursed.....	-----	186, 067. 41	-----
Total.....	244, 000. 00	186, 067. 41	57, 932. 59
Equipment Government Printing Office Building:			
Appropriation balance, July 1, 1932, of 1930 appropriation, available until expended.....	99, 134. 44	-----	-----
Disbursed to June 30, 1932.....	-----	97, 755. 22	-----
Total.....	99, 134. 44	97, 755. 22	1, 379. 22
Grand total appropriation.....	15, 227, 473. 04	13, 618, 957. 94	1, 608, 515. 10
Deduct for outstanding obligations.....	-----	-----	1, 562, 123. 65
Unobligated balance of 1932 appropriations on June 30, 1932.....	-----	-----	46, 391. 45
Total unobligated balances (subject to change by 10 per cent over and under on outstanding obligations):			
1930.....	-----	-----	113, 106. 70
1931.....	-----	-----	83, 993. 46
1932.....	-----	-----	46, 391. 45
Total.....	-----	-----	243, 491. 61

## RECAPITULATION—ALL APPROPRIATIONS

Total paid for labor.....	<sup>1</sup> \$10, 143, 123. 67
Total paid for material and supplies.....	1, 302, 029. 88
Total paid for lithographing and engraving.....	149, 942. 75
Total paid for paper.....	2, 714, 193. 29
Total paid for printing and binding.....	14, 309, 289. 59
Total paid for salaries, office of Superintendent of Documents.....	<sup>2</sup> 537, 198. 47
Total paid for general expenses, office of Superintendent of Documents.....	265, 991. 85
Total paid for equipment Government Printing Office Building.....	97, 755. 22
Grand total.....	<sup>1</sup> \$15, 210, 235. 13

<sup>1</sup> Includes \$337,155.01 paid into retirement fund.<sup>2</sup> Includes \$17,953.11 paid into retirement fund.<sup>3</sup> Includes \$355,108.12 paid into retirement fund.

TABLE 3.—*Moneys received during fiscal year 1932, the source, and Treasury deposit*

1930		
Deposited to the credit of appropriation for public printing and binding:		
Refund.....		\$10.00
1931		
Deposited to the credit of appropriation for public printing and binding:		
For printing and binding for departments and bureaus.....	\$952, 119. 61	
For miscellaneous printing and binding.....	1, 270. 10	
Refunds.....	517. 58	
Telephone message.....	1. 15	
Total.....		953, 908. 44
1932		
Deposited to the credit of appropriation for public printing and binding:		
For printing and binding for departments and bureaus.....	\$10, 376, 941. 56	
For miscellaneous printing and binding.....	46, 350. 49	
Refunds.....	248. 01	
Telephone messages.....	9. 25	
Total.....		10, 423, 549. 31
Deposited to miscellaneous receipts:		
Sale of waste paper.....	\$34, 448. 18	
Salvage, waste wood, metal, etc.....	5, 078. 63	
Surplus from sale of documents.....	132, 409. 76	
Total.....		171, 936. 57
Grand total.....		11, 549, 404. 32

TABLE 4.—*Production of principal items entering into printing and binding in fiscal years 1930, 1931, 1932*

Item	1930	1931	1932
Main office and Congressional Library branch:			
Total charges for printing and binding.....	\$14, 096, 520. 25	\$14, 546, 440. 75	<sup>1</sup> \$14, 333, 380. 35
Jackets written.....number.....	62, 303	64, 938	62, 455
Estimates made.....do.....	55, 033	59, 661	56, 417
Bills computed.....do.....	78, 999	86, 303	79, 741
Total ems set.....do.....	2, 473, 567. 100	2, 507, 813. 400	2, 790, 245. 000
Time-work in composing sections.....hours.....	258, 299	282. 197	268, 912
Electrotypes, stereotypes, and matrices square inches.....	12, 448, 269	11, 438, 314	11, 166, 868
Postal cards printed.....number.....	1, 731, 266. 760	1, 485, 384. 120	1, 366, 070. 600
Money-order books shipped.....do.....	1, 055, 312	1, 060, 127	928, 994
Forms sent to press.....do.....	173, 742	163, 558	181, 800
Actual impressions.....do.....	586, 530, 941	588, 768, 017	610, 621, 912
Chargeable impressions.....do.....	2, 364, 948, 413	2, 393, 483, 181	2, 216, 059, 261
Sheets folded.....do.....	452, 673, 407	396, 746, 323	410, 557, 697
Signatures gathered.....do.....	159, 676, 789	150, 538, 801	164, 963, 823
Tips made.....do.....	29, 420, 080	23, 627, 442	20, 714, 194
Copies wire-stitched.....do.....	51, 738, 999	49, 371, 739	50, 546, 899
Copies paper covered.....do.....	12, 638, 296	13, 582, 217	13, 108, 675
Books and pamphlets trimmed.....do.....	56, 041, 685	55, 809, 139	66, 867, 873
Books rounded and backed.....do.....	1, 724, 386	1, 131, 092	1, 178, 720
Books marbled and edged.....do.....	510, 703	243, 804	243, 084
Stamping impressions.....do.....	3, 424, 186	2, 711, 569	2, 456, 972
Books cased in.....do.....	2, 143, 025	1, 474, 904	1, 248, 225
Indexes cut.....do.....	294, 670	135, 809	168, 970
Sheets passed through ruling machine.....do.....	34, 997, 757	40, 335, 332	39, 288, 618
Signatures sewed.....do.....	66, 015, 602	51, 873, 305	52, 652, 684
Copies punched and drilled.....do.....	161, 098, 129	169, 093, 892	177, 944, 855
Sheets and lines perforated.....do.....	13, 147, 042	11, 979, 426	8, 611, 419
Tablets made.....do.....	3, 972, 821	4, 656, 233	3, 772, 427
Miscellaneous rebinding, etc.....do.....	98, 963	101, 536	99, 704

<sup>1</sup> Does not include \$800,000 estimated expenditure in 1932 for labor and material on uncompleted jobs.

TABLE 5.—Charges for work and to whom delivered during the fiscal year ended June 30, 1932

Congress:		
Congressional Record.....	\$694,462.08	
Publications for folding rooms.....	585,776.40	
Publications for international exchange.....	13,806.75	
Franked envelopes and document franks.....	53,518.76	
Bills, resolutions, and amendments.....	534,799.18	
Committee reports.....	77,987.91	
Documents.....	271,717.96	
Hearings.....	283,950.67	
Miscellaneous publications.....	85,164.92	
Miscellaneous printing and binding.....	398,815.37	
Total Congressional printing and binding.....		\$3,000,000.00
Private orders by Members of Congress:		
Documents, reports, bills, etc.....	7,173.30	
Speeches.....	47,567.73	
Private orders for electrotypes.....	3.19	
Superintendent of Documents.....	737,323.04	
Library of Congress.....	399,226.98	
Agriculture.....	1,082,768.05	
Commerce.....	1,169,386.55	
Interior.....	366,484.10	
Justice.....	343,362.11	
Labor.....	235,004.63	
Navy.....	683,149.56	
Post Office.....	1,684,364.09	
State.....	202,589.28	
Treasury.....	889,343.98	
War.....	690,968.45	
Alien Property Custodian.....	1,032.06	
American Battle Monuments Commission.....	138.24	
American Samoan Commission.....	273.91	
Arlington Memorial Bridge Commission.....	62.64	
Board of Mediation.....	1,349.30	
Board of Tax Appeals.....	33,111.08	
Bureau of the Budget.....	31,404.24	
Bureau of Efficiency.....	356.35	
Civil Service Commission.....	48,924.89	
Commission of Fine Arts.....	448.97	
Court of Claims.....	43,475.15	
Court of Customs and Patent Appeals.....	6,287.07	
Customs Court.....	71.63	
District of Columbia.....	142,645.34	
Employees' Compensation Commission.....	6,276.88	
Federal Board for Vocational Education.....	13,609.65	
Federal Farm Board.....	15,754.51	
Federal Power Commission.....	5,245.20	
Federal Radio Commission.....	16,050.79	
Federal Reserve Board.....	39,672.96	
Federal Trade Commission.....	35,614.36	
General Accounting Office.....	65,617.57	
Geographic Board.....	453.58	
George Rogers Clark Sesquicentennial Commission.....	61.18	
George Washington Bicentennial Commission.....	35,577.25	
Inland Waterways Corporation.....	413.92	
Interstate Commerce Commission.....	196,520.97	
Mount Rushmore National Memorial Commission.....	100.93	
National Academy of Sciences.....	242.99	
National Advisory Committee for Aeronautics.....	19,778.33	
National Capital Park and Planning Commission.....	2,183.15	
National Commission on Law Observance and Enforcement.....	36,332.18	
National Forest Reservation.....	384.86	
Pan American Sanitary Bureau.....	17,374.77	
Pan American Union.....	33,253.37	
Panama Canal.....	50,839.61	
Patent Office.....	1,396,805.95	
Personnel Classification Board.....	3,803.74	
Public Buildings and Public Parks.....	8,523.68	
Railroad Administration.....	196.27	
Reconstruction Finance Corporation.....	40,207.74	
Shipping Board.....	27,936.58	
Smithsonian Institution.....	84,032.65	
Supreme Court, D. C.....	5,293.45	
Supreme Court, U. S.....	2,036.59	
Tariff Commission.....	22,902.50	
Veterans' Administration.....	227,670.39	
War Finance Corporation.....	53.23	
War Policies Commission.....	5,461.49	
White House.....	11,683.48	
Yorktown Sesquicentennial Commission.....	7,137.69	
Total.....		14,333,380.35



TABLE 6.—Cost of production during the fiscal year ended June 30, 1932

Division, office, or section	Salaries, wages, leave, and holiday pay	Material and supplies for operation	Maintenance and upkeep	Work by sections, including proof and apprentice	Expense of delivery of product and storage of plates	Administrative and clerical expense	Paper and other stock issued, illustrations ordered, outside purchases vouchered	Reconciliation between issues and same items computed	Total	Credits by work for other sections	Total cost of production
Job.....	\$283,344.87	\$1,778.71	\$42,229.57	\$81,563.74	\$5,751.98	\$25,135.13	---	---	\$439,809.00	\$47,869.24	\$391,939.76
Patents.....	374,232.00	4,314.75	63,797.69	316,614.21	4,957.96	33,947.49	---	---	797,864.10	8,416.41	789,447.69
Linotype.....	684,241.83	9,443.25	111,297.06	842,506.61	13,881.35	60,441.30	---	---	1,721,811.40	136,310.63	1,585,500.77
Monotype.....	1,136,486.02	9,469.57	189,370.89	1,085,750.74	22,908.19	100,650.49	---	---	3,144,535.90	399,272.07	2,745,263.83
Hand.....	409,492.69	5,389.45	61,920.64	71,692.00	8,392.08	36,637.98	---	---	863,524.84	466,426.09	137,098.75
Proof.....	1,230,240.79	716.64	183,420.72	59,427.93	16,109.27	109,755.39	---	---	1,599,670.74	1,599,670.74	---
Apprentice.....	241,949.26	190.93	38,579.39	11,770.65	4,463.61	21,562.09	---	---	1,318,515.93	257,835.92	\$ 60,680.01
Platemaking—molding, stereotyping, and finishing.....	251,845.31	11,136.99	53,063.00	29,683.53	5,167.60	30,551.34	---	---	381,447.77	67,894.94	313,552.83
Photo-engraving.....	71,349.52	9,334.38	13,362.19	10,697.17	1,481.78	8,783.86	---	---	115,008.90	12,140.39	102,868.51
Press.....	1,140,713.03	70,756.79	232,644.85	151,743.48	24,090.29	112,204.62	---	---	1,732,153.06	209,510.40	1,522,642.66
Pamphlet.....	749,462.21	8,369.26	132,942.04	199,716.73	9,849.53	70,301.20	---	---	1,181,425.57	1,563.86	1,179,861.71
Blank.....	552,492.97	11,293.14	94,699.02	15,597.64	7,240.20	51,901.19	---	---	1,523,891.42	12,354.01	1,511,537.41
Book.....	574,048.06	20,232.69	106,832.88	41,885.63	7,671.17	54,986.96	---	---	1,018,497.96	21,454.50	997,043.46
Money order.....	45,423.17	974.49	7,807.62	2,845.62	606.86	4,383.94	---	---	104,491.30	104,311.56	---
Postal card.....	91,869.20	22,420.70	26,669.66	2,985.12	1,552.56	11,004.70	---	---	444,984.85	---	444,984.85
Library printing branch.....	72,685.50	903.07	6,234.51	12,698.14	1,617.53	4,803.65	---	---	123,116.51	---	123,116.51
Library binding branch.....	140,032.80	255.94	11,453.91	916.51	1,764.64	10,294.28	---	---	172,217.77	9,131.28	163,086.49
Details chargeable.....	36,669.86	1.99	8.83	---	---	2,902.45	---	---	39,633.56	---	39,633.56
Metal.....	13,325.78	10,836.71	6,763.65	---	173.63	12,971.75	---	---	32,073.52	32,073.52	---
Stores.....	150,556.12	2,661.07	51,946.61	---	2,007.25	12,612.11	---	---	219,783.16	54,449.49	219,685.53
Ink.....	13,132.85	34,750.96	4,735.00	1.11	273.28	1,435.29	---	---	54,449.49	18,908.08	---
Roller and glue.....	5,998.24	10,408.90	1,987.34	---	78.26	---	---	---	18,908.08	---	---
Paper stock, presswork division.....	---	---	---	---	---	---	---	---	1,657,150.49	---	1,657,150.49
Illustrations.....	---	---	---	---	---	---	---	---	144,813.53	---	144,813.53
Outside purchases.....	---	---	---	---	---	---	---	---	92,012.54	---	92,012.54
Work for stock returned to stores.....	---	---	---	---	---	---	---	---	---	---	---
Light and power for city post office.....	---	---	---	---	---	---	---	---	---	---	---
Miscellaneous services for Superintendent of Documents other than printing and binding.....	---	---	---	---	---	---	---	---	---	---	---
Total.....	8,269,612.17	253,259.74	51,532.40	3,609,640.81	141,669.12	765,721.55	3,188,356.62	-82,426.01	17,660,330.37	3,355,558.94	14,304,771.43
		7,619.36		374.02	1,726.30				61,252.08		61,252.08

1 Total expense of all apprentices.

2 Total expense of apprentices not detailed to other divisions.

TABLE 7.—Charges for work delivered during the fiscal year ended June 30, 1932

Kind or description of work	Number of copies	Number of type pages	Publications bound	Charge for composing, except author's alterations	Charge for author's alterations	Charge for electrotyping or stereotyping	Charge for pressroom work	Charge for bindery work	Charge for illustrations or engravings	Charge for paper	Charge for rush and overtime work	Charge for miscellaneous items	Total charges
<b>Publications:</b>													
Smaller than octavo.....	6, 179, 120	26, 656	44, 096	\$52, 198.24	\$4, 854.08	\$4, 728.88	\$19, 659.39	\$51, 094.56	\$3, 162.11	\$23, 569.01	\$508.10	\$0.10	\$159, 774.47
Octavo.....	71, 190, 123	638, 812	838, 086	2, 013, 382.44	119, 537.79	145, 736.26	331, 219.19	747, 338.26	157, 273.64	412, 611.43	173, 952.08	39.57	4, 101, 140.66
Royal octavo.....	1, 881, 485	52, 674	17, 977	206, 244.55	15, 288.24	8, 985.94	31, 748.47	31, 511.46	6, 700.20	20, 148.67	13, 750.18	675.82	335, 026.53
Quarto.....	6, 619, 815	156, 846	48, 547	654, 274.36	50, 907.64	28, 165.92	73, 292.12	128, 788.29	34, 025.53	85, 082.08	13, 735.44	116.70	1, 069, 048.08
Miscellaneous.....	8, 610, 437	1, 118, 213	257, 157	57, 000.41	902.63	3, 315.35	59, 868.78	251, 924.46	13, 076.22	124, 444.75	1, 033.38	103, 070.00	614, 636.58
Congressional Record in fiscal year.....	4, 662, 155	21, 315	38, 880	233, 213.56	4, 152.24	38, 505.87	58, 563.61	103, 567.08	75.35	69, 223.23	127, 161.14	---	694, 462.08
Bills, resolutions, and amendments.....	10, 212, 675	99, 140	1, 044	288, 979.08	77.40	---	86, 805.17	23, 954.52	3.07	11, 584.73	133, 274.31	---	544, 678.28
Specifications of patents, trade-marks, etc.....	6, 706, 028	193, 879	---	1, 026, 001.52	11, 182.80	---	84, 166.90	5, 209.14	2.07	15, 716.33	---	---	1, 142, 278.76
Official Gazette, Patent Office.....	264, 448	14, 789	---	155, 048.16	107.64	---	20, 822.37	21, 987.97	15, 507.40	19, 129.96	---	---	232, 603.50
Post office money orders.....	185, 476, 450	---	---	---	---	---	---	---	---	45, 421.09	---	---	150, 338.24
Letterheads and noteheads.....	136, 406, 802	---	---	33, 180.49	104.63	1, 772.24	69, 494.09	20, 712.46	30.84	112, 896.11	140.61	446.93	238, 778.40
Blanks, notices, schedules, cards, etc.....	2, 963, 413, 200	---	---	434, 985.19	27, 643.13	39, 864.53	428, 674.76	387, 727.66	8, 956.16	1, 139, 313.65	16, 145.08	389, 217.09	2, 872, 527.25
Blank books.....	1, 895, 251	---	---	17, 087.11	360.08	3, 712.11	53, 636.46	288, 552.79	59.42	83, 563.60	239.13	348.11	447, 558.81
Binding newspapers, documents, reports, etc.....	91, 397	---	---	---	1.50	---	---	356, 083.81	---	648, 603.57	69.54	---	356, 154.85
Blank paper.....	---	---	---	---	---	---	---	---	---	---	---	75, 585.13	724, 188.70
Contract printing.....	---	---	---	---	---	---	---	---	---	---	---	77, 142.10	77, 142.10
Printing and binding supplies.....	---	---	---	37, 095.87	5, 051.50	10, 234.46	9, 704.23	129, 700.98	11, 489.16	108, 285.82	1, 396.67	---	129, 499.48
Miscellaneous charges.....	---	---	---	---	---	---	---	---	---	---	---	---	130, 584.89
<b>Total.....</b>	3, 403, 609, 436	2, 822, 324	1, 245, 787	5, 208, 690.98	240, 171.30	285, 044.56	1, 327, 655.54	2, 608, 153.44	250, 361.17	2, 920, 194.03	481, 465.66	1, 011, 643.67	14, 333, 380.35

TABLE 8.—*Inventory of quantity and cost of paper and envelopes, material and supplies, and machinery and equipment on hand June 30, 1932*

[Compiled by the Purchasing Division]

Description	Sheets	Pounds	Cost
Paper and envelopes:			
Printing.....	10, 675, 000		\$80, 158. 12
Do.....		1, 208, 000	39, 297. 33
Mimeograph.....	6, 559, 000		22, 785. 60
United States money-order writing.....		82, 000	6, 338. 20
Safety writing.....	136, 000		745. 41
Writing.....	6, 407, 000		30, 228. 48
Do.....		427, 000	16, 817. 15
Map.....	853, 000		14, 271. 67
Manifold.....	5, 376, 000		22, 210. 11
Bond.....	20, 603, 000		163, 301. 30
Ledger.....	4, 523, 000		63, 674. 54
Index.....	860, 000		21, 909. 46
Cover.....	1, 496, 000		17, 947. 84
Manila.....	803, 000		3, 009. 25
Do.....		177, 000	8, 036. 10
Kraft.....	1, 472, 000		7, 357. 47
Do.....		218, 000	6, 649. 14
Manila tag board.....	320, 000		4, 995. 12
Do.....		500, 000	35, 617. 24
Cardboard.....	219, 000		4, 271. 48
Bristol board.....	658, 000		4, 606. 35
Do.....		712, 000	24, 007. 97
Miscellaneous.....	748, 000		8, 156. 95
Do.....		25, 000	2, 560. 80
Binders board.....		730, 750	15, 371. 25
Envelopes.....			19, 636. 63
Total, paper and envelopes.....			643, 961. 96
Other material and supplies:			
Miscellaneous supplies.....			171, 500. 77
Book cloth.....			30, 050. 81
Ink ingredients.....			6, 631. 37
Ink (made in Government Printing Office).....			4, 273. 35
Leather.....			14, 329. 15
Total, material and supplies.....			226, 785. 45
Total, material and supplies, paper and envelopes.....			870, 747. 41
Machinery and equipment.....			5, 314, 635. 53
Grand total.....			6, 185, 382. 94



TABLE 9.—*Publications, including annual reports and documents, printed on requisition during the fiscal year ended June 30, 1932, for Congress and Government departments and independent establishments*

	Copies
Congress (does not include Congressional Record, bills, or private orders).....	3,862,736
Superintendent of Documents.....	8,384,363
Library of Congress.....	131,072
Agriculture.....	30,364,513
Commerce.....	6,963,752
Interior.....	2,099,356
Justice.....	156,023
Labor.....	2,494,682
Navy.....	5,802,123
Post Office.....	1,893,134
State.....	474,073
Treasury.....	2,701,510
War.....	10,482,785
Alien Property Custodian.....	1,696
American Battle Monuments Commission.....	12
American Samoan Commission.....	312
Board of Mediation.....	10,531
Board of Tax Appeals.....	9,887
Bureau of the Budget.....	4,589
Bureau of Efficiency.....	856
Civil Service Commission.....	173,762
Commission of Fine Arts.....	7,014
Court of Claims.....	3,660
Court of Customs and Patent Appeals.....	625
District of Columbia.....	325,820
Employees' Compensation Commission.....	6,587
Federal Board for Vocational Education.....	96,647
Federal Farm Board.....	230,304
Federal Power Commission.....	8,362
Federal Radio Commission.....	76,781
Federal Reserve Board.....	453,165
Federal Trade Commission.....	85,497
General Accounting Office.....	12,973
Geographic Board.....	15,002
George Rogers Clark Sesquicentennial Commission.....	32
George Washington Bicentennial Commission.....	206,000
Inland Waterways Corporation.....	3,000
Interstate Commerce Commission.....	1,472,899
National Academy of Sciences.....	4,500
National Advisory Committee for Aeronautics.....	40,718
National Capital Park and Planning Commission.....	2,000
National Commission on Law Observance and Enforcement.....	26,200
National Forest Reservation.....	5,000
Pan American Sanitary Bureau.....	71,250
Pan American Union.....	161,200
Panama Canal.....	2,933
Personnel Classification Board.....	6,512
Public Buildings and Public Parks.....	1,149
Railroad Administration.....	500
Reconstruction Finance Corporation.....	93,350
Shipping Board.....	280,298
Smithsonian Institution.....	164,059
Tariff Commission.....	38,426
Veterans' Administration.....	241,282
War Finance Corporation.....	200
War Policies Commission.....	4,170
White House.....	26,527
Yorktown Sesquicentennial Commission.....	10,112
Total.....	80,196,521

TABLE 10.—*Receipts from miscellaneous sales during the fiscal year ended June 30, 1932*

Condemned material, machinery, etc.....	\$67.46
Waste wood.....	727.14
Waste metal.....	3,383.75
Waste gold.....	900.28
Waste paper.....	34,448.18
Total.....	39,526.81



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DIVISION OF TESTS AND TECHNICAL CONTROL  
REPORT OF THE TECHNICAL DIRECTOR

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## REPORT OF THE TECHNICAL DIRECTOR

To the PUBLIC PRINTER:

The Report of the Division of Tests and Technical Control for the fiscal year ended June 30, 1932, and the last half of the calendar year 1932 is herewith submitted.

The total number of samples tested during the year was 7,840, a decrease of 2.6 per cent from the number tested last year. A comparative tabulation of the materials tested during the fiscal years 1931 and 1932 follows:

Materials Tested	1931 Samples	1932 Samples
Paper and envelopes .....	5, 184	4, 990
Textiles .....	869	776
Bookbinding leather .....	65	74
Metals .....	900	1, 031
Glue .....	34	50
Ink-making materials .....	249	246
Inks .....	48	82
Oils and greases .....	53	43
Gasoline .....	87	77
Chemicals .....	97	102
Miscellaneous .....	464	369
Total samples .....	8, 050	7, 840

Four hundred and twenty deliveries were rejected for noncompliance with specifications. Of these rejections, 355 were of paper and 30 of envelopes, the remainder being miscellaneous materials.

### PAPER

There were 47,132,350 pounds of paper received during the year. Of this amount, 8.8 per cent, or 4,171,164 pounds, was rejected. Considerable trouble was experienced with dirty paper, 1,623,918 pounds being rejected for this cause alone. This is almost four times as much as that rejected for lack of opacity, the next largest cause for rejection. These two defects were the cause of 50 per cent of the total amount of paper rejected. Practically all the paper rejected for these causes was of two kinds, sulphite writing and machine-finish book.

The rejections for deficiency in folding endurance, formerly one of the chief causes of rejection, amounted to but 235,636 pounds, or only one-half of 1 per cent.

The greatest quantity of paper was rejected between March 1 and June 30, as is usually the case. The fiscal year for paper purchases begins March 1, and trouble is frequently experienced during the first two or three months of new contracts.

## ENVELOPES

All kraft envelopes obtained during the year were purchased under specifications requiring No. 2 kraft instead of No. 1, as had formerly been the case. The specifications were changed beginning March 1, 1931. No difficulty was experienced in the use of the No. 2 quality envelopes, and a considerable saving was effected by this change. A number of favorable comments were received from commercial firms, with requests for copies of the specifications.

Envelopes purchased during the year totaled 48,350,202, a decrease of 895,358, or 1.3 per cent. Of these, 3,803,225 were rejected. There were 20 rejections, comprising 7.9 per cent, as compared with 62 rejections, or 12.4 per cent, last year. The decrease in rejections was due primarily to the use of No. 2 quality kraft envelopes instead of No. 1.

Deficiency in folding endurance was the cause for rejection of 2,029,225 envelopes, and deficiency in stock accounted for 779,000 more. One delivery was rejected for being made of a mixture of ground wood and sulphite pulp instead of kraft as specified. The other rejections were for minor causes, such as weight and color, which called for a technical rejection, usually followed by acceptance.

## DETERMINATION OF PAPER ACIDITY

The section of the work assigned to the Government Printing Office in the cooperative research with the Bureau of Standards and the Bureau of Chemistry and Soils on methods of determination of pH values and total acidity in paper, mentioned in last year's report, has been completed. A complete report will be issued as soon as the cooperating laboratories have completed their programs. Definite limits for acidity are now specified for 14 different grades of paper purchased by the office.

## DETERIORATION OF SULPHITE PAPERS

The study of relative rates of deterioration of papers containing varying percentages of bleached and unbleached sulphite pulp, conducted in cooperation with the Bureau of Standards, was carried on during the year. Tests were made on samples aged naturally and also on samples which had been subjected to accelerated tests by exposure to ultra-violet light, violet carbon light, and also sunlight. The results of the accelerated tests show that the rate of loss of strength in the paper increase as the percentage of unbleached pulp increases.

Natural aging of the samples stored in the laboratory office and also in the constant temperature and humidity room is proceeding at a much lower rate. The deterioration has not yet become marked enough to permit a comparison between the two sets of tests.

## BINDERS BOARD AND END PAPERS

Further studies on binders board were made in cooperation with the Employing Bookbinders of America. As a result a few changes in the Government specifications were recommended. The research



associate of the Employing Bookbinders of America has submitted a tentative set of specifications to their research committee for consideration.

A survey of end papers used by members of the Employing Bookbinders of America was made by their research associates. A few of the samples were found to be bleached kraft. The others were chemical wood papers. The strength qualities varied over a considerable range. Some samples would withstand but 2 or 3 double folds on the tester, while others tested from 1,500 to 3,000 double folds. A considerable number of different sizes were represented in the samples, but the majority were in sizes 25 by 38, 32 by 44, and 38 by 50 inches.

Based on this survey, tentative specifications for four weights of end paper were recommended for the consideration of the bookbinders' research committee. These specifications include weight and quality only. No attempt was made to specify the sizes in which the paper should be furnished.

#### TABULATING CARDS

Close supervision is maintained over the production of tabulating cards. The magnetic thickness gage mentioned in last year's report proved very satisfactory, and an additional one has been purchased. The two gages are connected to three slitting machines in such a manner that either gage can be used on any slitter, thus permitting the use of two slitters with gages at all times. A third slitter is held as a reserve.

#### OTHER PAPER RESEARCH

In addition to the cooperative research mentioned above, work has been conducted during the year on samples taken from deliveries of various grades of paper and on representative samples of similar grades sold to the trade. The information so obtained will be used in revising the specifications for certain grades to insure the delivery of better quality or more permanent paper. Particular attention has been paid to the lower grades of bond and book papers.

Studies are under way on a paper-wearing tester developed in this office, and on a smoothness tester. This work will be completed during the coming year.

An ultra-violet light, a binocular stereoscopic microscope, and glue-determination equipment were obtained for use in research on paper, inks, and other materials.

#### BOOKBINDING LEATHER

The specifications for best quality bookbinding leather were revised during the year to conform to present-day methods of manufacture and also to improvements in method of analysis. Tests on bookbinding leathers purchased by the office which were formerly made at the Department of Agriculture are now being made in the laboratory.

## BOOK CLOTH

A study of the qualities of book cloth offered to the trade was started last year in cooperation with the Employing Bookbinders of America. Over 200 samples of all kinds of book cloth were tested in this work.

The information so obtained was used in revising the specifications for some of the book-cloth items purchased by this office. A suggested specification was also developed for each of several grades of book cloth and submitted to the Employing Bookbinders of America by their research associate.

## GLUCOSE-GLYCOL PASTE

This paste has been used during the year with uniformly satisfactory results. It was found in a few instances that book covers had a tendency to curl outward slightly, although warping usually occurs in the opposite direction. A slight modification of the formula overcame this difficulty and also made the paste easier to use in hand operations.

## BRONZE STAMPING LEAF

An outline of the results of the study of bronze stamping leaf conducted in cooperation with the Employing Bookbinders of America has been reported to that association by their research associate. The results of this work and also a similar study conducted in 1927 have been published as Technical Bulletin No. 17.

## TYPE METALS

During the fiscal year 1932 a total of 8,901,766 pounds of type metal was standardized for the use of the Government Printing Office, an increase of 827,424 pounds, or 10.2 per cent.

A comparison of the amount of the various alloys standardized during the fiscal years 1931 and 1932 are given below.

Kind of metal	1931	1932	Increase	Increase
	<i>Pounds</i>	<i>Pounds</i>	<i>Pounds</i>	<i>Per cent</i>
Linotype.....	5,666,170	6,079,524	413,354	7.3
Monotype.....	1,963,305	2,118,897	155,592	8.0
Stereotype.....	442,665	402,735	139,930	19.0
Electrotype.....	2,202	300,610	298,408	-----
Total.....	8,074,342	8,901,766	827,424	10.2

<sup>1</sup> Represents decrease.

Following is a detailed tabulation showing the correction of linotype, monotype, stereotype, and electrotype metals for the fiscal year 1932, including the quantity returned for remelting, correction metals, dross, percentage increase due to correction, and percentage loss due to dross, calculated on the quantity of metal remelted.

Metal corrections	Linotype	Monotype	Stereotype	Electrotype
Returned for remelting.....pounds..	6, 007, 831	2, 116, 319	384, 422	300, 610
Correction metal used:				
Lead-antimony alloy <sup>1</sup> .....do....	9, 570	4, 410	1, 515	
Tin-antimony alloy <sup>2</sup> .....do....	44	32, 260		
Tin.....do....	215	3, 560	100	
Lead.....do....	84, 720	1, 035	17, 820	
Total, correction metal used.....do....	94, 549	41, 265	19, 435	
Total corrected metal.....do....	6, 079, 524	2, 118, 897	402, 735	<sup>3</sup> 300, 610
Dross.....do....	22, 856	38, 687	1, 122	
Increase due to correction.....per cent..	1. 57	1. 95	5. 06	
Dross.....do....	0. 38	1. 83	0. 29	

<sup>1</sup> Lead-antimony alloy consists of approximately 60 per cent lead and 40 per cent antimony.

<sup>2</sup> Tin-antimony alloy consists of approximately 33 per cent tin and 67 per cent antimony.

<sup>3</sup> Electrotype metal consists of shavings and trimmings which are remelted, pigged, and returned to the Electrotype Section without being corrected.

The percentages of dross in linotype and monotype metals were 0.38 and 1.83, respectively, as compared with 0.37 and 1.87 last year.

By exchange 293,000 pounds of linotype metal and 100,000 pounds of electrotype metal were obtained during the year for old electrotype plates. The exchange entailed but little expense to the office, due to the fact that the tin content (7 to 8 per cent) of the old plates was considerably higher than that of either of the two alloys for which they were exchanged.

The melting of electrotype shavings and trimmings was transferred to the Metal Section in November. During the remainder of the year 300,610 pounds of shavings and trimmings were melted, separated from the copper scraps and dross, pigged, and delivered to the Electrotype Section. No correction metals were needed in this work.

For the Ludlow machines 18,725 pounds of metal, containing 6.5 per cent tin and 11.5 per cent antimony, were made, practical tests during the previous year having shown that such metal gave results superior to those obtained with standard linotype metal.

The point will probably be reached during the next fiscal year where the amount of correction alloys added to linotype metal will be balanced by the dross losses. This point was reached in monotype metal some two years ago. It was also reached in the stereotype metal, but a change in the formula again necessitated an increase in the use of correction metals. The increase in this metal due to correction has dropped from 5.3 per cent for 1931 to 5.06 per cent for 1932, showing that all the stereotype metal has not yet been converted to the new formula.

Included in the total amount of monotype metal corrected are 107,990 pounds of metal containing 10 per cent tin, 19 per cent antimony, and the remainder lead, which is used in rule casting and other special monotype work.

#### REMODELING OF METAL ROOM

A considerable amount of time was spent in assisting the Maintenance Division in developing methods of handling metal and drawing up details for remodeling the metal-remelting room. The roof was



raised and a steel balcony installed on which dead type is stored in trucks. The type is dumped into the pots by means of a conveyor system, thereby eliminating the shoveling of the metal from the floor, as was formerly done.

The new equipment consists of three 7½-ton melting furnaces, each equipped with thermostatically controlled gas burners, new molds, and electrically driven pumps for pouring the metal. Fifty steel trucks were also purchased for use in handling the dead type.

It is estimated that the gas consumption will be cut approximately in half, owing to the higher efficiency of the new-type burners and to the fact that the new equipment will permit the melting, analysis, and pouring of a charge of metal in eight hours. It was formerly necessary to hold the metal overnight, necessitating two meltings with consequent high gas consumption. Almost double the amount of metal can be turned out daily with the new equipment without any increase in labor. Instead of the work being the heaviest type of manual labor it is now no more arduous than other unskilled labor jobs in the office.

#### COPPER ELECTROTYPING

The semiautomatic copper electrotyping equipment has now finished its first year's service. The only change made during the year was the addition of anodes across one end of each of the two tanks. The results obtained have been exceptionally satisfactory, and numerous representatives from commercial plants have called to inspect the system with a view to adapting it to their requirements. The work comes through in a steady flow, and all cases are of uniform quality. The 2 tanks replace 10 small ones formerly used and have a 50 per cent greater capacity. It is only necessary to maintain two solutions, which are analyzed and corrected twice weekly.

The system of maintenance adopted has resulted in cutting the consumption of acid to 50 per cent of that formerly required. The time of deposition has been shortened from 70 to 60 minutes, of which 3 to 5 minutes are in the starting tank and 57 minutes in the semiautomatic depositing tank.

#### NICKEL ELECTROTYPING

Some trouble was experienced due to the nickel baths becoming contaminated with copper. This was traced to the air used for agitation, the supply of which was drawn from a point near the copper tanks. Changing the intake pipe to a near-by shaft solved the difficulty. No change was made in the operation of the plating system.

Uniformity of the solutions is maintained by checking their composition twice weekly. Adjustments are made when found necessary.

#### CHROMIUM ELECTROTYPING

The chromium plating system functioned satisfactorily during the year. An increasing amount of long-run plates are chromium plated instead of nickeled. The data available to date indicate that chromium plates will stand two to three times as many impressions as

nickel plates under the same conditions and six to eight times as many as copper plates.

#### ELECTROTYPING RESEARCH

Considerable interest has been expressed in electrotyping circles in the last two or three years in a revival in England of the old process of silvering electrotype molds instead of using graphite. The office records show that the process was used here some 25 years ago in the manufacture of nickel half tones but not on any other class of work.

During the last year a study has been made of several suggested processes for applying silver films to molds with the hope of developing methods which would give results consistently as good as those obtained with graphite. It has been found possible to obtain such films in somewhat less time and, of course, in a cleaner manner. Talc has been used in experimental moldings in place of dry graphite on the molding machine, and the silver deposition eliminates both dry polishing and wet black leading.

But one difficulty remains to be solved—the tendency of the silver-copper film to peel from the wax in one place soon after the copper deposition starts. This problem has been studied for some time, but none of the methods tried so far has proved successful. It is believed, however, that satisfactory results will be obtained in the near future.

At the convention of the International Association of Electrotypers held in New York City, April 15 and 16, 1932, mention was made of at least two places other than the Government Printing Office where work had been started on the problem.

Dr. W. Blum, an electrochemist at the United States Bureau of Standards, in a talk at the convention, referred to the work done at the Government Printing Office, saying:

I think it was either two or three years ago Mr. Carter, the Public Printer, reported to us, following a trip to Europe, that he had seen in England a small electrotyping plant that was doing a very small business, just a special business, and was substituting this silver entirely for graphite in their work. He inquired as to whether we had any information on it; we did not, had not heard of it up to that time. But by using the same methods that are used for silvering glass it was found in a few experiments at the Government Printing Office at that time that they could get very fair results. It has not, however, been applied on a commercial scale. I think that the experiments certainly warrant further study and investigation because the possibilities should not be dismissed.

Report of the results accomplished in this office was made at the fall convention of the International Association of Electrotypers at St. Louis, September 21 to 23, 1932.

#### NEW ELECTROTYPING EQUIPMENT

Many of the troubles encountered in electrotyping can be traced to variables occurring in the molding process. Chief among these are variations in the composition of the wax, often due to overheating and to variations in the temperature of the wax cases at the time of molding.

As a result of a study of the equipment used in the Molding Section, recommendation was approved for the purchase of an electrically

heated wax-case storage cabinet holding 105 cases 13 by 24 inches in size, a case-stripping table, and wax-melting kettles. The temperature of the cabinet can be automatically maintained at any desired point, its use eliminating those variables due to differences in the temperature of the wax at the time of molding. The stripping table and melting kettles are steam heated, with automatic temperature control, preventing overheating the wax and permitting all cases being made under identical conditions.

#### PHOTO-ENGRAVING RESEARCH

The work on photo-engraving materials outlined in last year's report has been carried on during the year. Tangible results have been obtained in some cases and others show promise. With the continued helpful cooperation of the Photo-engraving Section, it is believed much progress will be made during the coming year.

#### DRAGON'S BLOOD

A study of "dragon's blood," a natural resin employed as the main constituent of an acid "resist" in zinc etching, showed that the ratio of resin to inert fillers varied not only between different brands but also between different lots of the same brand, substantiating the photo-engraver's contention of variable quality.

This variability is no doubt due to a considerable extent to the fact that "dragon's blood" is a natural resin collected by natives in tropical regions and subjected to various crude semirefining processes before being shipped to the market. The chemical composition of the pure resin varies between different localities, and in addition it is frequently adulterated with various other red-colored resins as well as with rosin.

It was evident that no specification could be drawn to cover material of such varying characteristics and work was therefore begun to develop an acid "resist" composed of a synthetic resin or resins combined with inert fillers. Synthetic resins can be obtained in uniform quality, and the variables now experienced in the work can be eliminated if a satisfactory resin of this character can be found.

An experimental etching plant was set up in the laboratory and a binocular stereoscopic microscope purchased to facilitate the study of etched plates. Thus far several fairly satisfactory mixtures have been developed in the laboratory and given practical tests in the Photo-engraving Section. It is believed that following further experiments the best qualities of each of these formulas can be combined into one formula. The cost of the finished product should not exceed and will probably be less than that of the material now used.

#### COLLODION

A number of commercial collodion base solutions were analyzed in connection with a study of this material. These analyses showed all solutions to be very uniform in character and to be of as high a viscosity as could be used satisfactorily. The specifications reported last year were used for the purchase of collodion during this fiscal year with satisfactory results.



A study of the use of collodion in photo-engraving led to the conclusion that if the nitrocellulose content of the solution could be increased without a corresponding increase in viscosity more satisfactory results could be obtained. It was believed that this could be accomplished by substituting a "low-viscosity" nitrocellulose such as is used in the lacquer industry for the ordinary nitrocellulose used in collodion manufacture. Practical tests verified the conclusions, the Photo-engraving Section reporting the collodion to be much superior to any previously used. Further work is planned, using nitrocellulose of other viscosities in order to ascertain the best possible nitrocellulose to be used.

As a result of this work the specifications have been revised, and the following specification has been adopted for use in the purchase of collodion for half-tone and line work:

	Per cent
Nitrocellulose (15-20 secs. viscosity) minimum-----	2.5
Solvent (50 per cent ether and 50 per cent alcohol)-----	97.5
Viscosity of solution at 15.5° C., maximum 80 millipoises.	

The collodion must be clean, clear, and free from cloudiness, suspended matter, and dirt.

#### CHEMICAL CLEANING OF OFFSET PLATES

Experiments are under way to determine the practicability of removing the bichromated albumen and ink films from used offset plates by chemical rather than mechanical means. At present the old films are removed and the plates regained by being put through a mechanical graining machine for a period of 30 to 45 minutes.

A study of this problem shows that the major portion of the time is spent in removing the old film and not in preparing the surface of the metal itself for reuse. The few tests made so far indicate that it is possible to clean the plates satisfactorily with chemicals and that the plates so cleaned may be used without regaining.

Tests are under way to determine the best formula for the cleaning solution, to ascertain the number of times plates may be washed and used without regaining, and the length of run it is possible to get from such plates. Even if regaining is found necessary to obtain the required surface, not over 10 minutes' time on graining machine will probably be necessary, and that possibly only after the plates have been cleaned chemically several times.

#### PRINTING INKS

The production of printing inks for the fiscal year 1932 was 255,826 pounds, an increase of 69,941 pounds over 1931. There were also produced 13,749 pounds of blue toner used in printing inks, 1,914 quarts of ruling inks, and 14,384 quarts of blue and red writing inks. The increase in production of printing inks was due to the manufacture of stamp-cancellation inks during the first half of the fiscal year at the request of the Post Office Department. Subsequently the manufacture of these inks was discontinued at the request of the Postmaster General.

Formulas for eight shades of striping ink for tabulating cards, several inks for color printing, and a few additional inks required

for the use of the office were developed during the year. Some work was also done on a sensitive check ink in connection with experimental work.

Work on ruling inks resulted in a jet-black waterproof ruling ink, which is now being used for all black ruling in the bindery.

A number of bid and delivery samples of printing inks were tested for the Bureau of Supplies and Accounts of the Navy Department. A few similar tests were also made for the Weather Bureau.

The cooperative research work on news ink reported in Technical Bulletin No. 16 was conducted under the supervision and with the assistance of the chemist in charge of ink work.

#### NEWS INK AND NEWSPRINT PAPER

The news-ink and newsprint research program, conducted in cooperation with the mechanical department of the American Newspaper Publishers Association, was continued during the year. The third progress report was presented at the mechanical conference of the association held in Cincinnati, June 7, 8, and 9, 1932.

The purpose of this research is to determine those qualities of newsprint paper and news ink which may be specified and controlled in order to obtain better printing results, and to develop tests to insure quality and uniformity of those materials. The scope of the work has been expanded to include special tests for individual members of the association in order to assist newspapers to obtain better and more uniform printing results.

The correlation of laboratory tests with known printing results and the application of such findings to the solution of specific troubles should prove of value to members of the association, and also provide information for use in drafting specifications for satisfactory qualities of news inks and newsprint.

It was necessary to devote a considerable amount of time to the news-ink and paper tests, but from the replies it seems evident that the work was well worth while. The savings to one office alone were reported as being more than the total annual cost of the research to the association.

A full report of the work done during the year was published in Government Printing Office Technical Bulletin No. 16. Each member of the American Newspaper Publishers Association was sent a copy by the mechanical department of the association. Numerous requests for copies have been received from printing concerns and manufacturers of carbon black, news-ink oil, news ink, and newsprint.

#### PRESS ROLLERS AND MOLDED GLUES

A total of 3,311 press rollers was manufactured during the year as compared with 2,698 for 1931, an increase of 613 or 22.7 per cent.

A total of 76,367 pounds of molded glue, 232 quarts of mucilage, and 268 quarts of electrotype soldering fluid was manufactured during the year.

A number of special rollers, made nonmeltable by the use of paraformaldehyde, were manufactured for trial on the Congressional Record and several other presses. These rollers are now in use and so far have given satisfactory service. A comparison will be made of the life of these rollers with that of ordinary composition rollers.

## ASSISTANCE TO OTHER DEPARTMENTS

The service to other departments on problems relating to paper, ink, glues, tabulating cards, and type metals was continued.

Miscellaneous supplies manufactured by the Government Printing Office for its own use were also furnished other Government agencies as heretofore.

The total charge for supplies this year was \$38,129 as compared with \$28,357 last year. The estimated savings to the departments were \$35,000.

The following tabulation gives a comparison of the amounts of the different materials furnished the Government agencies in the fiscal years 1931 and 1932:

Materials furnished Government agencies	1931	1932
	<i>Pounds</i>	<i>Pounds</i>
Mimeograph ink, black.....	46,097	49,852
Printing inks, black and colored (including multigraph).....	4,751	5,886
Addressograph ink, blue and black.....	209	283
Writing ink, blue, black, and red.....	1 12,747	1 11,743
Stamp pad and numbering machine inks.....	2,084	5,929
Post Office stamp canceling ink.....		59,200
Molded glue, including canceling stamp composition.....	2,745	2,756
Paste.....	12,492	19,964

<sup>1</sup> Quarts.

## PUBLICATIONS AND CORRESPONDENCE

The following reports prepared by this division were published by the office as technical bulletins and were reprinted in various trade journals both in this country and abroad:

Bindery Adhesives, Technical Bulletin No. 14.

Standard Mimeograph Ink and Paper, Technical Bulletin No. 15.

Third Progress Report on Study of News Ink and News Print Technical Bulletin No. 16.

Evaluation of Bronze Stamping Leaf, Technical Bulletin No. 17.

The following addresses and reports were made by the Technical Director during the year:

Research in the Printing and Binding Industry—Government Printing Office apprentices.

Substitution of Silver for Graphite in Electrotyping—Annual convention of the International Association of Electrotypers.

Report of Subcommittee on Ink Resistance of Printing Papers—Annual meeting of the Technical Association of the Pulp and Paper Industry in New York.

The Use of Metals in the Government Printing Office—Washington Section, American Institute of Mining and Metallurgical Engineers.

Printing Developments in Europe—Washington Club of Printing House Craftsmen.

Research in Printing—Carnegie Institute of Technology.

Permanence of Paper—Annual meeting of the American Pulp and Paper Mill Superintendents Association.

Chemical Research—Its Application to Printing. Detroit Club of Printing House Craftsmen.

An article dealing with technical control and research work in the office was written for *Le Papier* (France) and appeared in the December, 1931, issue of that magazine.



The number of inquiries for technical information increase every year. In most cases copies of one or more technical bulletins covered the desired information. As in past years, requests were received from foreign countries as well as from all parts of the United States.

#### COMMITTEE MEMBERSHIP

The Technical Director is a member of the paper specifications committee of the Joint Committee on Printing; executive committee of the Federal Specifications Board; the pulp and paper committee of the printing industries division of the American Society of Mechanical Engineers; the paper testing committee, permanence and durability subcommittee and chairman of the subcommittee on ink resistance of printing papers of the Technical Association of the Pulp and Paper; the Standards Council of the American Standards Association; the advisory committee on lithographic papers for the Lithographic Technical Foundation, and the advisory committee on permanent papers for the National Research Council.

Respectfully submitted.

B. L. WEHMHOF.  
*Technical Director.*



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TO  
ANNUAL REPORT OF THE  
PUBLIC PRINTER, 1932

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